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CONTROL AND FINANCING OF PRIVATE EDUCATION IN ALBERTA:
THE ROLES OF PARENTS, THE CHURCH AND THE STATE

by



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A THESIS

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The undersigned certify that they have read, and recommend to the Faculty of Graduate Studies for acceptance, a thesis entitled "Control and Financing of Private Education in Alberta: The Roles of Parents, the Church and the State", submitted by Johann Bartholdt Ludwig in partial fulfilment of the requirements for the degree of Master of Education.

ABSTRACT

This study was designed to describe legal provisions for public financial support of private education in Alberta, to describe the actual extent of such support and to ascertain the opinions of legislators, superintendents, private school principals and parents about the roles of parent, state and church in education, the financing of private education and the effect of public financial support on the growth of private schools. The study was further designed to ascertain the reason(s) why parents sent their children to private schools.

Research of documents, supplemented by interviews, revealed that direct grants, in the amount of \$100.00 per pupil per annum, became available to private schools in 1967 and were claimed by all eligible schools in 1967 and 1968. It was found that private schools had access to some government services on an equal basis with public schools but that services in other areas were available only to a lesser degree or at some additional cost.

The study revealed that a high degree of consensus existed between MLA's and superintendents on most questions and that principals and parents were in substantial agreement as well, but on many of these questions significant differences existed between the former paired group and the latter as measured by chi-square (χ^2) at the .001 level of significance. MLA's and superintendents were generally

less inclined to agree to substantial public financial support of private schools than were parents and principals, although MLA's generally favoured some financial support for private schools. All four groups strongly favoured tax exemption for private school sites and buildings.

General agreement existed in all groups, except the superintendent group, that the parent should have the primary role in controlling the kind of education a child would receive. All groups in the study were in favour of provincial controls over both tax-supported and non-tax supported private schools in such areas as curriculum standards, qualifications for teachers and various minimum standards in other fields. Differences arose in such areas as control over the philosophy of the schools, religious teaching and spending policies. Parents and principals objected strongly to controls in the latter areas.

A single school system was considered financially sound, essentially democratic and/or religiously justifiable by many MLA's and superintendents and some parents and principals. However, all groups, except superintendents, considered a single school system as undesirable. Competition for scholastic excellency should, in the opinion of all groups, involve public, separate as well as private schools. Three out of four parents in the study sent their children to private schools because of the educational philosophy of the school, its religious teaching or its moral atmosphere.

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LIST OF ABBREVIATIONS

APSCA	Association of Private Schools and Colleges in Alberta
ASTA	Alberta School Trustees' Association
ATA	Alberta Teachers' Association
BNA	British North America (Act)
CBS	Centraal Bureau voor de Statistiek
DBS	Dominion Bureau of Statistics
FT	Full time (pupil)
FTE	Full time Equivalent (pupil)
MAEE	Manitoba Association for Equality in Education
MLA	Member of Legislative Assembly (of Alberta)
NUCS	National Union of Christian Schools
OACS	Ontario Alliance of Christian Schools
O.C.	Order-in-Council
R.C.	Roman Catholic
RSA	Revised Statutes of Alberta (1955)
RSM	Revised Statutes of Manitoba (1954)
SAB	Students' Assistance Board
SDA	Seventh Day Adventist
SQ	Statutes of Quebec
TRF	Teachers' Retirement Fund
TSP	Taxpayer Saving Plan

CHAPTER 1

INTRODUCTION TO THE STUDY

Education in Canada is decentralized to the extent that nearly all responsibility for finance, organization and administration is assigned to the provinces under the provisions of s. 93 of the British North America Act. Provincial powers are limited only by the federal power of disallowance.

Alberta has delegated some of the provincial powers in education to locally elected school boards. These boards administer local school systems which are financed by local taxes, provincial grants and, to some extent, by federal funds. Such boards are either separate, representing the religious minority of Roman Catholics or Protestants as a single group, or public, representing the majority (or all) electors of the area under their administration.

Provincial governments are not alone in claiming control of the education of our youth. Traditionally, the church and the parents of pupils have claimed jurisdiction over certain aspects of the education of their children. They have demonstrated their commitment to this view by establishing either parental or parochial private schools. A survey by Konrad (1961) indicated that private schools in Alberta have a history of operating with little indirect, and virtually no direct, assistance

from the provincial treasury.

The Alberta government established a precedent for Western Canada in 1967 by passing legislation (School Grants Act, s. 2(h)), providing for direct grants of \$100 per pupil¹ for those private schools in the province which meet certain criteria (O.C. 864/68 III). This grant is, in fact, an annual operating grant for private schools. Alberta's departure from long-established tradition may have far-reaching consequences for the growth of private schools and their ability to compete with public and separate systems in the province.

Purposes of the Study

The study is concerned mainly with the issue of public financial support for private education in Alberta and the respective roles of parents, the churches and the province in the education of children. Some implications of public financial support for private schools and reasons parents give for wanting their children in a private school were also considered. More specifically the purposes of the study were as follows:

1. To describe the state of affairs in private education in Alberta with respect to:

¹ Public school expenditure in 1967 averaged \$603.50 per pupil (Annual Report, Dept. of Education, 1968, p. 215). Since nearly all revenues of public schools come from public sources, public financial support for public schools in 1967 was nearly six times as large as that for private schools.

- (a) the current legal provisions governing public financial aid to private elementary and secondary schools, and
- (b) the extent of actual public financial support of private elementary and secondary schools since 1961.²

2. To describe:

- (a) the opinions of members of the Alberta Legislature, principals of Alberta's private elementary and secondary schools, public and separate school superintendents, and parents of private elementary and secondary school students, as these opinions pertain to:
 - (i) The respective rights of parents, church and state in the education of children,
 - (ii) public financial support of private education, and
 - (iii) the anticipated effects of present and of possible increased support from public funds for private education on the growth of private schools.
- (b) the reasons parents give for sending their children to private schools.

² A description of the situation prior to 1961 is provided in a thesis by Konrad (1961).

Need for the Study

The significance of this study lies in the opportunity of establishing data of considerable utility for both the public (including separate) and private school authorities in planning for the future development of their schools.

The principle of financial support for private schools has been established in Alberta by the provincial government. If public aid to private schools is increased in the future more parents may wish to send their children to such schools. The classification and analysis of opinions of politicians, parents and administrators provide some indication of the probability of transfer of students to private schools as a result of present and possible future increased financial support for private schools from the public treasury.

Operational Definitions

Whenever reference is made to schools in Alberta the following definitions apply:

Public School

A public school is a school established under the provisions of the School Act (ss. 4-8); supported by public taxation and administered by a school board either on behalf of all electors of a school district, division or county, or on behalf of the religious majority of Roman

Catholics or non-Roman Catholics³ in a school district.

Separate School

A separate school is a school established under the provisions of the School Act (ss. 9-15); supported by public taxation; and administered by a school board on behalf of those electors in a school district which constitute the religious minority of Roman Catholics or of Protestants as a single group. Most separate schools in Alberta are Roman-Catholic.

Private School

A private school is any school not operated by a school district, division or county, which is approved by the Minister of Education and which

...offers or purports to offer instruction in courses established by the Department (of Education) or courses substantially the same (RSA, 1955, c. 95, s. 8(1)).

A private school may be established or conducted by an individual, a company, an organization, a society, a church, or such other person or persons as may be approved by the Minister (O.C. 4/46, s. 2).

Parochial school. A parochial school is a private school operated or controlled, directly or indirectly, by one or more religious sects or denominations. It may be either denominational or inter-denominational.

³ When the minority is Roman Catholic the majority is not necessarily Protestant, but may contain Jews, atheists, agnostics and others. Therefore, the more common term 'Protestant' was not used.

Parental school. A parental school is a private school operated or controlled by the parents of the pupils attending the school. This control may be in the form of a parent-sponsored society operating the school.

Independent school. An independent school is a private school operated or controlled by a person or persons, a company, or a society which is not representative of either a religious body or the parents of students in attendance at the school.⁴

For schools outside Alberta the designation employed in the country, state or province in which the school is located is used in most cases. Occasionally one of the above defined terms will be used to indicate the similarity with the Alberta situation.

⁴ Having defined three categories of private schools a comment about the designation 'private' is necessary. This designation is misleading if applied, without explanation, to the schools in this study. Most private schools provide a public service and their resources are free from private use. The profit motive is irrelevant in their operation. The designation 'private' is used only because the term is common in the literature and in legal documents.

Common usage then dictates that this inaccurate term be used. The designations 'independent' or 'free' are more frequently used in many countries outside North America and they are used in this study when reference is made to such private schools.

Alberta's Private Schools

During the school year 1968-69 various organizations and individuals operated private schools in Alberta, administered by 38 principals. Defining a school as an educational institution or part of an educational system under the administration of a single principal, Alberta had a total of 38 private schools recognized by the Minister of Education.

An examination of principals' returns for this study revealed that eight of the private schools were parental schools, accounting for 31% of private school enrolments in the province. Twenty-one were parochial schools, accounting for 50.3% of enrolments and nine were independent schools (including two German Saturday schools), accounting for 18.7% of private school enrolments.

Private schools were concentrated in the large urban centres of Edmonton and Calgary to a large extent. Only 15 private schools were located outside these two major population centres. The geographical distribution of private schools in Alberta for 1968-69 is shown in Figure 1.

Limitations

1. The study was limited to schools in Alberta and will have implications for schools in other areas only to the extent that conditions prevailing in such areas are similar to those in Alberta.

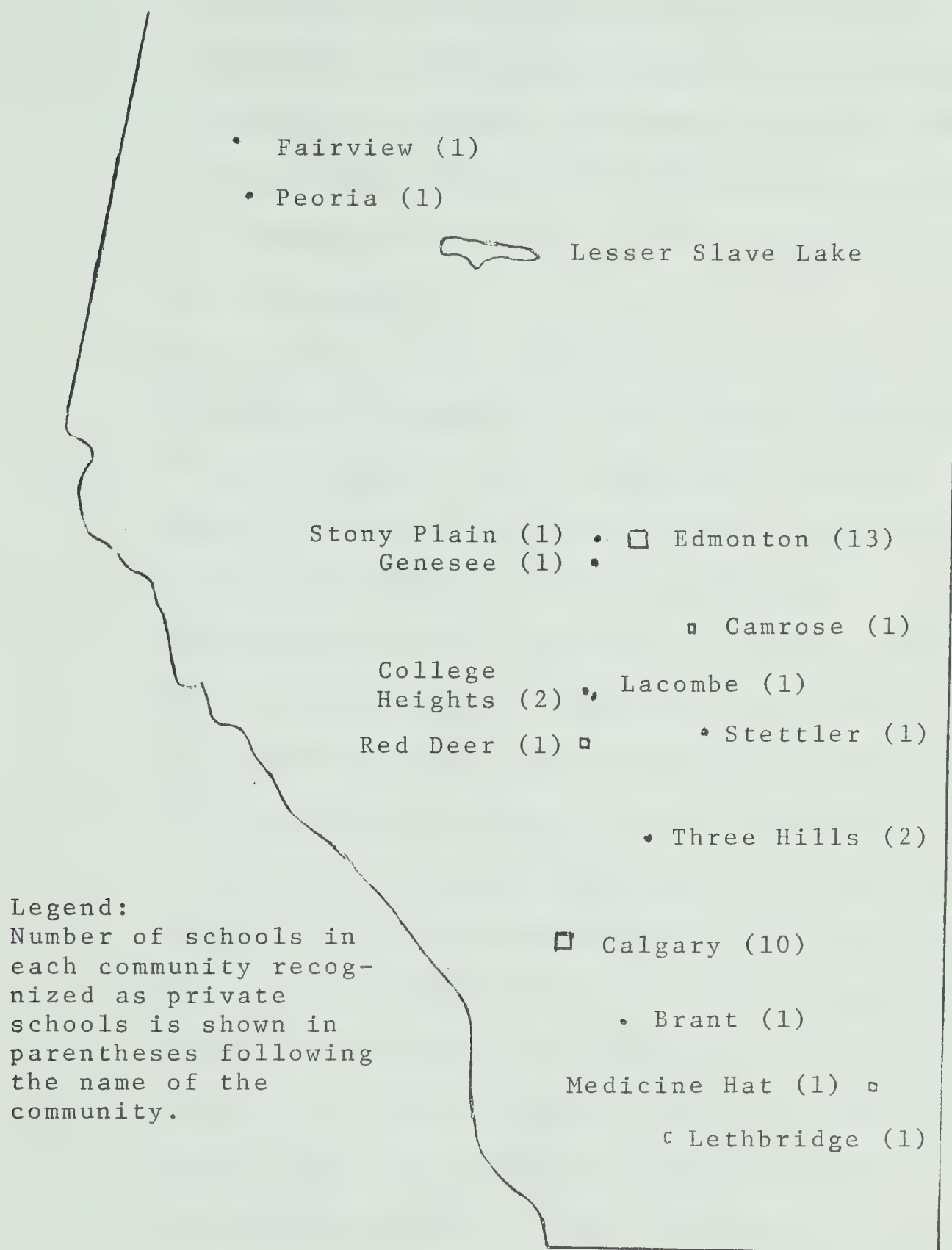


Fig. 1. Location of Alberta's 38 Private Schools on a map of the province, indicating the number of schools in each community. (September 1969)

2. The study was further limited to elementary and secondary schools which follow the Alberta curriculum. Kindergarten schools, schools for exceptional children, vocational schools, commercial colleges and post-secondary institutions of learning, for example, fall outside the scope of this study.
3. The study used the opinions of a relatively low percentage of members of the Alberta Legislature. The conclusions will be applicable to MLA's generally only to the extent that respondents reflect the opinion of the Legislature.
4. The study used the opinions of parents selected in an indirect way to represent the views of parents of private school students in Alberta. The conclusions are applicable to parents as a whole only insofar as respondents reflect their views. The representativeness of the sample of parents was impaired by the indirect manner of selection (by means of student lists or registers) and by the lack of control over the extent to which principals followed selection instructions. The study depended on the co-operation of principals to compile the best possible sample of parents. No direct access to either the student or parent population was available to the researcher.

The high rate of returns from principals and superintendents (94.7 and 100% respectively) means that the conclusions about the opinions of these groups have greater validity than conclusions about the opinions of the parents and MLA's.

Data Analyses and Findings

Following the review of literature in Chapter 2 the procedure of the study is outlined in Chapter 3 and includes a description of a pilot study which preceded the main study. The results of document research and interviews are reported in Chapter 4. Questionnaire results are tabulated and described in Chapter 5. The responses to certain questions were tested for significant differences between groups in the sample by a calculation of χ^2 . The .001 level of significance was used as a criterion.

The major findings are summarized and interpreted in Chapter 6 and a comparison is made with the findings in Konrad's (1961) study on private schools in Alberta and British Columbia. Also included in Chapter 6 are a number of recommendations for research and/or action by provincial and private school authorities.

CHAPTER 2

REVIEW OF RELATED LITERATURE

Historical Background

Among the many studies of educational issues in Alberta public schools, there are a number of survey and historical studies on private schools. The most comprehensive of these is a Master's thesis by Abram G. Konrad (1961), who compared private schools in Alberta with those in British Columbia.

The status of Alberta's private schools has been altered significantly since Konrad's survey. As stated previously the Alberta Legislature passed legislation which established a precedent in school finance in the province by granting direct financial aid to private schools. The most recent regulations on school finance (O/C 864/68, pp. 6-8) provide for a basic provincial grant of \$100 per full-time student enrolled in an approved private school and a further \$2 grant per student for reading materials. Both are annual grants and came into effect April 1, 1967, and September 1, 1969, respectively.

Direct public support of private education represents a break with long-established tradition in Alberta but is not unknown in other areas of the world. The review of the literature, therefore, deals with some developments in a number of selected areas, putting the Alberta situa-

tion in a somewhat more global perspective. The areas selected were the United Kingdom of the Netherlands, the United States of America and some areas of Canada with particular attention to Western Canada.

The Netherlands were chosen because they represent perhaps the most unique development of a parental private school system alongside both a parochial and a state, or public school system. The United States have a great influence on nearly all areas of Canadian life including education and familiarity with developments in this area of the world was considered relevant to the study. One's understanding of the development of the Alberta school systems can be enhanced by a study of the development of the West and, particularly, the after-effects of the Manitoba school question of the 1890's.

One group of private schools in Alberta, known as Christian schools, and enrolling just over 30% of all private school students, is supported mainly by parents who are of Dutch descent. These parents set up schools patterned after the 'bijzondere school' system in the Netherlands which is a parental system with societies of parents operating schools outside the state system of education and outside the jurisdiction of any church. It is to properly classify such schools that the term 'parental school' has been introduced in this study.

The Netherlands

Dutch 'openbaar onderwijs' (public education) was thoroughly Calvinistic from the Reformation until the eighteenth century. During the past two centuries the philosophy of the Enlightenment gained the ascendancy and gradually the positive Protestant character of the public school disappeared. A royal decree in 1830 prohibited the use of any books considered offensive by any religious group. This development set the stage for the growth of an independent school system. Many Protestants were convinced their children should be taught the same philosophy of life in school as they were at home and in the church. In the early part of the nineteenth century the laws of the country allowed establishment of independent schools but this freedom was so restricted that few independent schools were established.

Collaboration of Reformed Protestant, Roman Catholic and Liberal parties paved the way for constitutional reform in 1848, guaranteeing the right to establish non-governmental schools subject to government control in the areas of qualifications and moral character of teachers (D.D. McGarry and Leo Ward, 1966, p. 67). Groen van Prinsterer, a leader of the Reformed party, made his position very clear in Parliament when he said in 1840:

Parents who, with or without sufficient ground, are convinced that the religious orientation of the teaching in a particular school is unchristian, must not, either directly or indirectly, be hindered from giving their children the kind of education that they

feel is necessary before God. Such coercion, I say it plainly is intolerable and must cease. It is presumption that springs from the French Revolution which views the children as the property of the state (McGarry and Ward, 1966, pp. 67, 68).

Despite constitutional reform, local government restrictions hindered the development of non-governmental schools until the new education law of 1857. This law promoted the further 'neutralization' of the 'openbare school' and increased demands by both Roman-Catholics and Protestants for independent schools. In 1868 the bishops of the Roman church in a 'Mandement' condemned public schools and called for establishment of schools controlled by the church.

The first phase of the 'schoolstrijd' (school conflict or struggle) lasted about fifty years. In this period the right to legal existence of non-governmental schools was established. In the second phase, which lasted seventy years, the independent schools gained the right to actual existence through 'financiële gelijkstelling' or financial equality with public schools. At first the independent schools suffered severe defeat when the Kappeyne Bill was passed by parliament in 1878. This law demanded increased teacher qualifications and a limit of 40 on classloads. Public schools being financed by public funds were able to comply but non-governmental schools lacked the necessary funds. Abraham Kuyper, later to become Prime Minister, editorialized in his paper, De Standaard, on July 23, 1878, as follows:

The whole school question is a question of poor and rich. If you are very rich, then, even if you have been blessed with twelve children, there is no school problem for you, either on the lower level of education or on the higher. But woe to you if you do not have that much money. Freedom to establish a school with the Bible - oh, yes, certainly you have that. The law is as liberal as can be. You certainly may have a school with God's word - if you pay for the school. Listen well, now - after you have paid for your neighbour's school (McGarry and Ward, 1966, p. 70).

Despite a 'Volkspetitionnement' led by Kuyper and signed by 305,102 people out of a total population of four million the bill was signed into law by the monarch. The Protestants then organized a formal political party known as the "Anti-Revolutionnaire Partij" and joined with the Roman Catholic party in a coalition which eventually gave full equality to the private schools. In 1889 the first step was taken when the Mackay Bill was signed into law. This Bill provided for government grants equal to one-third the cost of operating the 'free' or private schools. This Bill signified the abandonment of the idea that government schools were sufficient for all the people. During the next thirty years a gradual financial equalization took place. A three year study by a 'pacification committee' resulted in the amendment of the 'Grondwet' (the constitution) to provide for 'financiele gelijkstelling' or financial equality (Grondwet voor het Koninkrijk der Nederlanden, artikel 192). The constitutional principle of financial equality was embodied in the Elementary Education law of 1920 which passed in the 'Tweede Kamer' (Commons) by a vote

of 75-3. Two of the three opponents of the law were communists.

Under the new constitutional and legislative provisions public schools became the financial norm for aid to private or non-governmental schools. The government retained the right to investigate the academic and moral qualifications of teachers. Freedom from government interference in matters of religious instruction, guaranteed in 1848, was preserved (Grondwet, art. 192). Since 1920 the Netherlands have had three major school systems operating alongside each other throughout the country. The public schools continued to operate under state control. Roman Catholic schools operate under church control, while most other free, or private, schools, known as Christian schools, operate under the control of parent-sponsored societies. Other groups accounting for two percent of enrolments, operate outside the three main school systems, but are still eligible for the educational grants.

One of the underlying principles of freedom in education in the Netherlands is the right of parents to choose for their children a school based on a philosophy of life to which the parents subscribe. The idea of the French Revolution that only the state has the right to run schools was rejected. Included in the rights of the parents is the ability to exercise such rights to the full extent by the application of the principle of financial equality. Exercising the right to send a child to a school of the

parents' choice does not involve any financial sacrifice or disadvantage for such parents.

Parents have exercised their rights in overwhelming numbers. In 1966, public 'elementary' school enrolments in the Netherlands totalled 373,000 while the corresponding figure in 'bijzondere scholen' (private schools) was 1,045,750 (Centraal Bureau voor de Statistiek, 1967, statistiek van het g.l.o. en v.g.l.o., 1966-1967). Government expenditure at all levels for all educational institutions in the Netherlands in 1965 was f. 1.523.300.00,00 for public education and f. 2.544.100.000,00 for private education, with f. 276.800.000,00 not allocated to either category. (This is approximately 578 million and 848 million and 92 million dollars respectively. C.B.S., 1968, Statistiek voor de uitgaven der Overheid voor onderwijs, 1965.)

The United States

Private schools played a prominent part in the development of education in the American colonies and in some cases such schools were established before the town or public schools. Many schools of that era were difficult to classify as either public or private because they received aid from both public and private sources. Harvard College, established in 1636, is one example of a school which developed as an independent institution while receiving public funds (McGarry and Ward, 1966, p. 3).

Professor Bailyn reminds us that

...the modern concept of public education, the very idea of a clean line of separation between 'private' and 'public', was unknown before the end of the eighteenth century (Bernard Bailyn, 1960, p. 11).

As the need for vocational training arose in the eighteenth century it "was fulfilled by private schools" (McGarry and Ward, 1966, p. 3). Private schools offered a greater variety of courses and were more in tune with the demands of the times than were the town schools. Adult education in the evening school was a product of the private schools, giving young workers the "freedom of opportunity to better their position without regard to their socio-economic origins" (McGarry and Ward, 1966, p. 4).

Community schools in colonial times were 'church-related' as well as 'public' with the dominant Protestant group determining the type of religious indoctrination. Minority groups often set up schools of their own. By the year 1800, for example, Lutheran schools numbered nearly 200, while Christian Reformed churches operated 188 schools (McGarry and Ward, 1966, p. 7). In the nineteenth century private schools were instrumental in the introduction of several new ideas in education, such as the monitorial system and the theories of Dewey and Pestalozzi. Private schools experimented in bi-racial education and also promoted the advancement of education for girls.

Roman Catholics established many schools on the

principle that each parish should have a school where "the young may be taught the principals of faith and morality, while being instructed in letters" (First Catholic Provincial Council, Baltimore, 1829, as quoted in McGarry and Ward, 1966, p. 12).

Around the middle of the nineteenth century the idea that parents were primarily responsible for the education of their children lost ground. Public schools were thought to have the task of Americanizing immigrants. Immigrant parents were often considered incapable of guiding the education of their children (McGarry and Ward, 1966, p. 12) and so the state took over that responsibility. Religion became a contentious issue as the schools had to serve a more diverse population.

Private schools lost their support from the public treasury beginning with the decisions of the City of New York and the state legislature to cancel subsidization of all but fully 'public' schools (McGarry and Ward, 1966, p. 13). Political apathy, an abundance of private resources and the relatively low cost of education assisted the development of a trend to withdraw public support from private schools. Yet, these schools multiplied in number and their growth continued later under more adverse conditions. Roman Catholic parochial elementary schools, for example, increased in number from 2,491 in 1883 to 7,462 in 1933 and to 10,501 by 1960 (McGarry and Ward, 1966, p. 14).

The state of Massachusetts passed a compulsory attend-

ance law in 1852 and made Bible reading compulsory in public schools in 1855. This made religious instruction compulsory for those children whose parents were unable to send them to private schools. In Massachusetts, and throughout the United States, the separation-of-church-and-state doctrine gained popularity and Americans tried to safeguard Christian teachings in the public schools while at the same time denying aid to private religious schools.

Detroit Roman Catholics, though supporters of parochial schools, used the idea of the parental right to choose the school a child shall attend as an argument to support a petition for allocation of school funds to their institutions. They contended that

...in all cases the parent (must) be left free to choose the teacher to whom he will entrust the education of his child (Report of the Superintendent of Public Instruction, Michigan, 1853, as quoted in McGarry and Ward, 1966, p. 16).

Jewish and Protestant groups joined the Roman Catholics in their objections to religious teaching in public schools as being incompatible with the principles of religious freedom. The emphasis on religious instruction in public schools began to decline and private schools grew during the twentieth century. A number of court cases tested the rights of parents to choose the education they wanted for their children. The United States Supreme Court in the case of Meyer v. Nebraska (1923) ruled that

...the legislature has attempted materially to inter-

fere with the calling of modern language teachers, with the opportunities of pupils to acquire knowledge and with the power of parents to control the education of their young (262 U.S. 390 1923).

The same court ruled unconstitutional an Oregon state law forcing parents to enroll their children in public schools exclusively. This decision came in the Pierce v. Society of Sisters (1925) case when the court ruled that

The child is not the mere creature of the state; those who nurture him and direct his destiny have the right, coupled with the high duty, to recognize and prepare him for additional obligations (262 U.S. 510 1925).

In another unanimous decision in Cochrane v. Louisiana (1930) the Supreme Court approved the use of state-owned textbooks by pupils attending parochial schools, because "the school children and the state alone are the beneficiaries" (281 U.S. 370 1930). The principle of equality and welfare of pupils was again recognized in the National School Lunch Act (1946), but the National Defense Education Act (1958) departed from this principle and provided grants to public schools but only loans to private schools. "However, most of these inequities were later corrected" (McGarry and Ward, 1966, p. 21).

In 1947 the Supreme Court, by a five to four vote, ruled that state payments of bus fares for parochial school students did not constitute the "slightest breach" of the wall of separation between church and state (Everson v. Board of Education, 330 U.S. 1 1947).

While private schools gained greater recognition and

some measure of public aid in the twentieth century, religious instruction was on the way out in public schools. The Supreme Court prohibited 'released time' for religious instruction in 1948 (McCullum v. Board of Education, 33 U.S. 203 1948), but allowed 'dismissed time' for public school pupils off the school grounds four years later (Zorach v. Clauson, 343 U.S. 306 1952). In 1963 the same court invalidated compulsory Bible reading and recital of the Lord's Prayer in public schools for the purpose of securing "religious liberty in the individual by prohibiting any invasion thereof by civil authority" (School District of Abington Township, Pennsylvania et al v. Edward Louis Schempp et al, 374 U.S. 203 1963).

Developments in the public school system of the United States have run closely parallel to those in the state schools of the Netherlands but these developments were more than a century later in most cases.

The parental right to provide education for his child was established but financial equality for private schools is, even today, far from a reality. Private schools have not received tax support "because this would constitute support by one group of another group's religion" (Van Til, 1966, p. 10). The public school was considered to be neutral and tax-payers were presumably not supporting a religion. But Van Til disagrees:

It should now be obvious to all that the Supreme Court has exploded the myth of neutrality in education. As Justice Potter Stewart suggested in his

minority dissenting vote, all Americans must now support secular humanism as the official religion of public education (Van Til, 1966, p. 10).

Private school supporters in the United States who share this view may be expected to press for tax support for private schools. The following recommendation in a brief to the Governor, legislators and the State Board of Education of Iowa may serve as an illustration:

WE RECOMMEND that, in view of the principle of freedom of religion in a pluralistic society, the place of school systems - not called 'public' - be not only honourably recognized but that the financial disadvantage at which these school systems are forced to operate be removed, so that their supporters may exercise their legitimate right to designate their educational tax dollar for their schools (Christian Action Foundation, 1969, p. 5).

Western Canada

Missionaries established schools in Western Canada, then known as the North West Territories, during the period of Hudson Bay rule. In 1869 a Bill was passed to provide for the temporary government of the Northwest if and when Canada should acquire control over the territories east of the Rocky Mountains. There was no reference to education in this Bill. Transfer of Hudson Bay lands to the British government, and eventually to Canada, was originally scheduled for the first of October, then changed to the first of December, 1869. On that date McDougal reached the Red River valley via United States territory and issued a Proclamation without confirmation from Ottawa as to the effective date of transfer. He failed to get support in

the colony and was forced to return to Ottawa. Meanwhile Riel and his supporters made their influence felt by trying "to determine in advance the structure and institutions of the first Western Canadian Province" (D.G. Creighton, 1955, p. 534).

The provisional government on the Red River, with Riel as President, sent three delegates to Ottawa to represent the views of a 'convention' of residents of the Red River valley which had been held during the winter. Demands included use of French as well as English in the Legislature and the Courts, with publication of Acts of the Legislature in both languages. Nothing was said about schools and no demands were made for provincial status. By the time the delegates reached Ottawa, however, a demand for provincial status was included. The final presentation to Macdonald and Cartier included demands for separate schools for Roman Catholics and provincial grants on a population basis. The Prime Minister yielded and the Manitoba Act included provisions for separate schools despite the fact that the B.N.A. Act provided rights and privileges only for such denominational schools if they existed by law before Confederation. It is significant that the Manitoba Act used the phrase 'by law or practice' rather than 'by law'. Ottawa, in effect told Manitoba:

Any privilege you have been enjoying, anything you have been doing in your denominational schools, you may continue to do and to enjoy (C.B. Sissons, 1959, p. 173).

The future of denominational schools seemed secure. Manitoba was to be a Quebec in miniature with an Assembly and a Legislative Council in a bilingual province with separate schools for Roman Catholics and Protestants. In 1871 the principles laid down in the Manitoba Act were embodied in the first school act of the new province. A board of Education was established with half-English, half-French membership. The board split into two sections with two secretaries who functioned as joint secretaries of the board. The sections had jurisdiction in such matters as teacher certification, the curriculum, school grants distribution and religious and moral instruction. The system was based on solid Roman Catholic and Protestant communities, but problems with dissenting minorities made the plan impractical. In 1873 the Quebec system of dividing tax revenues was introduced, with calculations based on student populations.

Roman Catholic hopes of developing a Catholic Manitoba were not realized because of growing racial antipathy in the 1870's and 1880's and, more particularly, because of the trend in settlement. The overwhelming majority of settlers came from Ontario and abroad. The Quebec French failed to strengthen the French-Catholic element in Manitoba.

Returning to Riel, one might well ask why Macdonald yielded to his demands in the first place. It should be recognized that Riel took advantage of the difficult situa-

tion in which the Prime Minister found himself. He was faced with the task of organizing a province in a remote region where law enforcement was virtually impossible because of the withdrawal of British troops from Fort Garry. Hudson Bay agents were uncooperative and American agents were "quietly working for annexation" (C.B. Sissons, 1959, p. 168). Even the Governor of Assiniboia viewed annexation as the 'ultimate destiny' of the West.

But why did Macdonald promise to protect the newly won language and education rights by promising government action or remedial legislation by Parliament? It would appear that he was under pressure from both Quebec and the colonial office in London. In fact, such pressure is quite evident in a cable received by the Governor-General on March 5, 1870:

The proposed military assistance will be given if reasonable terms are given to the Roman Catholic settlers and if Canadian Government enable H.M. Government to proclaim transfer simultaneous with movement of troops (C.B. Sissons, 1959, p. 174).

The dual system of education seemed to be guaranteed in Manitoba and it operated largely as planned for some twenty years. It was then radically altered by the School Act of 1890 which provided that Roman Catholics could have their own schools, but only if they paid for such schools themselves without any public support. This drastic change was largely the result of growing racial and religious antipathy and the shift in ethnic population away from French domination through immigration from Protestant

Ontario. Riel's rebellion, Scott's execution and the Jesuit Estates Bill were the first focal points of this racial and religious conflict. The suppression of the rebellion and Riel's execution were regarded as a deliberate refusal to allow the French full partnership in the Northwest. The climate was right for the rise of 'nationalisme' as a political force in Quebec, with Honoré Mercier appealing to Quebec feelings of language, faith and race. British Ontario moved closer to the conviction that Canada was "a British country in which the English language and laws and institutions must prevail" (W.L. Morton, 1963, p. 372). Quebec was an unfortunate exception and must be kept "within the bounds established at Confederation" (W.L. Morton, 1963, p. 372).

The federal government did not submit to pressures, but Mercier continued his 'nationaliste' campaign even more effectively in 1887 when he became premier of Quebec. He introduced the Jesuit Estates Bill which appointed the Pope as an arbiter in the disposal of some \$400,000.00. Protestants objected strongly but Macdonald and Laurier refused to act on the grounds that the Bill was within provincial jurisdiction. When a motion to disallow the Quebec legislation was defeated in the Commons, a young Conservative, Dalton McCarthy, began to preach the dangers of French 'aggression' throughout Ontario and Manitoba. He exploited the Manitoba situation and persuaded the Attorney-General to promise abolition of the separate school

system. With this development the centre of the stage of cultural conflict returned to Manitoba as the school dispute became the major attraction, replacing the Jesuit Estates Bill. The spot-light changed from power and privileges of the church to a new focus on language and education.

Dalton insisted that unity of language was a necessary condition for unity in the country. The French were aroused to an angry defense of the status of their language. The English were equally determined that the principle of self-determination should prevail. This would allow the people of the Northwest to determine the character of their own institutions. McCarthy introduced a Bill in the House to deal with the problem. An amendment by Beausoleil, calling for a continuation of certain language guarantees, was defeated and a compromise amendment by Thompson was passed. This temporary solution did little to solve the Manitoba crisis. The School Act of 1890 provided for a secular school system and the year after the dual language system was abolished. The Lt.-Governor, considering the education legislation quite revolutionary, wondered whether he should refuse to sign the Bill. He was advised by Macdonald that "the separate school system of Manitoba is beyond the reach of the Legislature or the Dominion Parliament" (C.B. Sissons, 1959, p. 181). Subsequent events proved the Prime Minister wrong and the separate schools were abolished. Archbishop Taché, on

behalf of the Catholic section of the Manitoba Board of Education, petitioned the federal government for disallowance. But, with the 1891 election pending, the dispute was referred to the courts.

The Barrett case (1892) tested the provincial power to tax Roman Catholics for public schools. The final Privy Council ruling upheld the assessment of property for tax purposes even if such property were owned by Roman Catholics and the taxes used to finance public schools. Bishop Langevin did not think the ruling valid and claimed Catholics could invoke the provisions of the Constitution which protects against

...any act or any decision of any Provincial authority affecting any right or privilege of the Protestant or Roman Catholic minority of the Queen's subjects in relation to education (B.N.A. Act, 1867, s. 93(3)).

A key consideration in the Logan case (1892) was that the Privy Council decided that the rights of Roman Catholics and Anglicans to operate schools for which they paid the cost was not affected and that this right did not imply immunity from taxation for a public system. In the case of Brophy et al (1895) a different legal point was tested. Not, as in the Barrett case, whether a class of persons was deprived of rights enjoyed in 1870, but whether rights conferred after 1870 by provincial law could be taken away by new provincial legislation. It involved s. 22(2) of the Manitoba Act which is embodied in essence in the BNA Act s. 93(3). The BNA Act gives

the federal government the right to protect minorities against provincial attempts to take away existing rights. It also empowers the federal government to protect rights and privileges conferred by the provincial government. Government intervention or remedial federal legislation may be employed as a remedy to protect minorities.

The Privy Council, in considering the Brophy case, ruled that the appeal based on constitutional protection of rights already granted by a province was well founded but that any course of action must be determined by statutory authorities. From a judicial case it became a political football and Parliament, rather than the courts, would make the final decision. The federal government ordered Manitoba to restore to Roman Catholics their school rights, including a proportionate share of government grants and exemption from taxation for public schools.

The Premier of Manitoba moved in the Assembly, on June 18th, 1895, that the order of the federal government not be carried out. This type of reaction in Manitoba technically opened the way for Ottawa to introduce remedial legislation. Disunity in Conservative ranks prevented action. Negotiations with a Manitoba delegation came to no significant conclusion but were instrumental in producing a Remedial Bill which was a product of some compromise. Roman Catholics could declare themselves as public school supporters and avoid separate school taxes. No provision for provincial grants to separate schools was included.

Roman Catholic clergy supported the Bill but Laurier opposed it and it stalled in committee of the whole. It became a major election issue and a major factor in the defeat of the Conservative government.

Sifton was largely responsible for the subsequent Laurier-Greenway agreement which did not provide for any government grants nor for separate schools. Three concessions were made, however. The first was provision for religious instruction by local clergy during the final hour of each school day, but pupils need not attend if parents objected. The second concession granted the right to teach any language other than English, if ten or more pupils in a school spoke such language as their native tongue. Finally, Roman Catholics were promised fair representation in administrative posts. The archbishop of St. Boniface was not satisfied with the compromise and in Quebec there was a resurgence of ultramontane feelings. Laurier decided to approach the Pope with a petition signed by some 45 persons. Laurier's envoys to Rome, Charles Russell and Fitzpatrick, were successful to some extent. A committee of cardinals was assigned to study the question and a subsequent papal encyclical pronounced the Act of 1897 as imperfect and insufficient, but it also called for moderation and acceptance of a partial solution rather than insistence on an immediate and final solution acceptable to Quebec. Mgr. Mercy del Val presented a seven-point memorandum to the Manitoba government which flatly

rejected two of the clauses. These were segregation of Roman Catholics and immunity from school taxes for those Roman Catholics who provided education privately. The Catholics never regained their favourable position in Manitoba, but four languages in the school system made a sort of modern Babel out of Manitoba education.

Ruthenian, Polish, Russian and German Mennonite groups took advantage of the language clause.

The Select Committee of the Manitoba Legislature on Education (1945, p. 10) claimed that

...the educational structure was well rounded out in Ontario by 1875, and was transplanted to Manitoba by the overwhelming proportion of immigrants from that Province in the eighties and nineties (C.B. Sissons, 1959, p. 163).

This is not entirely correct. Compulsory education, a key feature of the Ontario Act of 1871, was absent in the Manitoba Statutes until a compulsory attendance law was passed in 1916. At that time no objections were raised. No one claimed that minority rights included the right to deny a child an education. The state's right to enquire into the nature of education a child might receive privately was not questioned.

The bilingual clause was repealed and the last two subsections of s. 93 of the BNA Act, according to Sissons (1959) "are in fact a dead letter" (p. 213). They have never again been used to bring a province into line.

The Manitoba school system is close to the Reyerson ideal. There are no separate schools as such. Religious

instruction is confined to the last half hour of the school day and printed regulations govern religious exercises. The rules are determined by an appointed interdenominational body not responsible to the Department of Education and only subject to government control in an indirect way. There is no financial support of private schools except by way of tax exemptions on school property. The advisory board, created in 1890, has lost authority over curriculum and teacher certification. Its role is now largely confined to the area of religious and patriotic exercises. Since 1955, however, the School Law (s. 252) reads that "religious exercises shall be held in every public school on each teaching day when the school is operated..." (C.B. Sissons, 1959, p. 164), unless the board by annual by-law directs otherwise.

Langevin (1909) still claimed that

...in training of the child the rights of the Church come first, those of the parent second, and those of the State third; that the state oversteps its function when it presumes to select teachers, finally determines the courses of study, or compel attendance at school (from Les Gloches, as quoted in C.B. Sissons, 1959, p. 200).

The Manitoba school question was finally settled on the principle that the state is first. The outcome may have forestalled moves in the Maritimes to force the establishment of separate school systems. More significant for purposes of this study is the indirect effect the final settlement and the crisis itself had on the framework established for the school system(s) in Alberta. When

Laurier considered the question of educational provisions in the Alberta and Saskatchewan Acts he decided in favour of a dual system. No doubt the experience in Manitoba and the reaction to the crisis in Quebec played a significant role in the Prime Minister's decision. Laurier's reaction to the Manitoba situation prepared the way for public financial support of separate schools and later, by extension, to private schools.

In the 1890's it seemed as if the state had won the exclusive right to determine educational policy. In Manitoba this right has, officially at least, been maintained. In 1905 the Roman church, because of its strong resistance to the Manitoba policy, regained some of its lost ground. In doing this it may have opened the way for public financial support of private schools as well. Alberta's decision to support private schools in 1967 was no doubt facilitated by the fact that the province already supported separate schools.

Alberta

Private schools preceded public schools in that part of the Northwest now known as Alberta. Missionaries were responsible for much of the early education in the area. Sparby calls them the "educational pioneers of the Canadian West" (Sparby, 1958, p. 18). Among the pioneer missionaries were the Reverend Robert Rundle (1840) and the Rev. Thibault (1842), later followed by the Rev. Wm. Newton,

Father Lacombe and the Methodist minister John McDougall (Sparby, 1958, pp. 19, 20).

The first school in a western settlement in the latter part of the nineteenth century was usually a (private) school sponsored by a church or an interested person. This type of arrangement was usually replaced by the more formal organization of citizen's committees administering schools supported by public subscription (Sparby, 1958, p. 25). Four years after the first government appropriation of funds for schools in the North West Territories the School Ordinance (1884) was passed. It established a dual system of schools but it also allowed "a measure of church control over public education" (Sparby, 1958, p. 34).

When Alberta became a province in 1905 the dual system of public and separate schools was supported by the government in Ottawa. This may have been a decision under the influence of the Manitoba school crisis (see p. 34). The first school in an Alberta School District is a public school. The religious minorities of Roman Catholics or non-Roman Catholics (often erroneously referred to as Protestants) have the right to demand a separate school. For all practical purposes this means that only Roman Catholics have minority rights. All other groups of citizens are excluded from the right to a separate school unless they live in a predominantly Roman Catholic district and are the only other group in the district, or can

agree to apply for separate status along with all other non-Roman Catholic groups. If, for example, in a given district, 25% of the population is Roman Catholic and 75% non-Roman Catholic, then the Roman Catholics may qualify for a separate school but no Protestant group, whether larger or smaller than the Roman Catholic group, can, under present legislation, qualify for a separate school. Such a group has a right to establish a private school without initial grants from the public treasury.

Various churches, societies, and even individuals have organized private schools. Prior to 1967 these schools received no financial support from the province. In that year a \$100 per pupil per annum grant was made available to 'approved' private schools. Such schools had to meet certain criteria, including three years of operation without grants from the province (O.C. 864/68, III). Private school supporters have attempted to influence government policies in education through such varied media as the Royal Commission on Education, the Association of Private Schools and Colleges in Alberta, the Christian school movement and, finally, through direct political party activity.

Royal Commission. In 1959 the Royal Commission on Education, under the chairmanship of Senator Cameron, presented its report and recommendations to the Alberta government. The equivalent of one page of the report (pp. 385-6) was devoted to private schools. The greatest

justification for private schools, according to the Commission, must be "a superior type of education" (p. 385). The Commission has "no objection to private schools" if they provide a service at the expense of their supporters and "so long as provincial standards of quality are maintained" (p. 385).

In its eagerness to defend the rights of taxpayers whose taxes are assigned to separate schools against their will the Commission posits a statement which appears to be inconsistent with its demand that private school supporters finance schools at their own expense. It says:

To grant the right of any person or body, other than the individual taxpayer concerned, to determine where the taxes should go is an abridgment of the fundamental rights of the individual, and could be interpreted as an abrogation of his civil rights (p. 409).

Commissioner Cormack's minority report frankly supported parental rights to control not only financing but also the philosophy of education to which the child will be subjected. He criticized Alberta education as being the only 'democratic' institution in the province where pluralism is not recognized or espoused. He referred to the three-pronged educational system of the Netherlands as an example of a pluralistic solution to the question of education in a pluralistic society.

And so today the Netherlands has evolved with pride their educational pattern based upon the "three pillars". Because of the nature of their historical background and the development of the three main streams of thought, the Liberal, the Protestant and the Catholic, the educational system has been founded since the 'Parity of Position' amendment of the

Constitution in 1917, and the School Act of 1920, upon the three pillars. Without a dissenting voice the directorates of the 'three pillars' inform the inquirer that the 'divisiveness' of the triple system has succeeded only in strengthening the unity of the people (Cameron Commission, 1959, Minority Report p. 172).

The Association of Private Schools. The Association of Private Schools and Colleges in Alberta has been instrumental in presenting the views of member schools to the provincial government. In a brief (1958) the Association asked the Cameron Royal Commission to study private schools and

...to suggest a more equitable position for private schools to occupy in Alberta by legislation, and perhaps by direct representation to the Department of Education via a Committee of Private Schools appointed by the Minister (APSCA Brief, 1958, p. 6).

As indicated earlier (p. 37) the Commission, with the exception of the minority report, paid scant attention to this request. The Association of Private Schools has asserted the rights of parents in education at various conventions. Requests for financial assistance were made in various briefs to the provincial government. A convention resolution in 1962 called for 'a proportional share of public funds' (APSCA, Minutes, Exhibit IV, Res. 11, 1962). A brief to the cabinet in 1964 asked for equal treatment with public schools in a number of areas, including:

- (2) Full recognition of the certificated private school teacher as an equal professional.
- (3) Removal of discriminatory regulations relative to assistance of teachers and pension under the Teachers' Retirement Fund Act.

- (4) Financial assistance on a per student basis for those enrolled in curriculum controlled by the Department of Education. (APSCA brief, May 21, 1964, pp. 9-10).

In 1969, almost two years after the \$100.00 per pupil grant came into effect, the Association presented a brief to the provincial cabinet, requesting an increase in the grant:

The Association requests that, in order to maintain adequately the accepted principle of 'providing a measure of support', the level of the per pupil grants to private schools under the provision of the Schools Grants Act be increased to \$200 per pupil for the 1969-70 fiscal year (underlined in original: Brief of the APSCA, January, 1969, p. 8).

The brief lists seven roles played by Alberta's private schools (pp. 2, 3) and supports the request for increased financial assistance with the claim that private school students would cost the Alberta government an additional \$2,000,000 each year, if they were enrolled in public schools (APSCA brief, January, 1969, p. 8).

In a further brief (APSCA, July, 1969) the Association suggests that private schools should continue to operate under the provisions of the Department of Education Act and that they should not be included in the new school act to be presented to the 1970 session of the Legislature.

The Christian school movement. Most private schools in Alberta's early history were denominational schools. There have also been a number of independent schools for many years. The parental private school entered the Alberta scene with the establishment of a Christian school in Edmonton (Gunderson, 1968, V, p. 3). Since then three more

such schools have opened their doors in Edmonton and one each in Lacombe, Calgary, Red Deer and Lethbridge. Plans for a school in Rocky Mountain House are also well advanced.¹ Total enrollment in these schools stood at 1,541 in the fall of 1968.

All these schools belong to the National Union of Christian Schools, District 11, and are patterned after the parental (Protestant) private school system in the Netherlands. Most supporters of these schools belong to Christian Reformed Churches but other denominations represented in the Edmonton Christian schools, for example, are Canadian Reformed,² Lutheran, Beulah Alliance, Bible Presbyterian and Baptist (Gunderson, 1968, V, p. 3).

Supporters of the Christian School Movement have been active in a number of organizations in an effort to obtain recognition and support from the provincial treasury. They have been active in the Association for Private

¹ A rural school opened by Christian Reformed parents in the Lacombe district, in 1945, was a forerunner of the Christian School Movement in Alberta. This school has since merged with the parental Christian School in Lacombe.

² The Department of Education Annual Report (1965, p. 68) erroneously indicates that a Canadian Reformed denominational school operated in Edmonton in 1964-65. In a letter, dated 29 March, 1969, the pastor of Edmonton's Canadian Reformed Church advised the author that such a school never operated and that about 20 families of his congregation sent their children to schools of the Edmonton Society for Christian Education and that others sent their children to public schools.

Schools, the Social Credit Party and the Christian Action Foundation. This latter organization is "devoted to the propagation and application of Biblical principles to all spheres of public life" (Christian Vanguard, Vol. 9, 1969, p. 2).

In 1968, the NUCS, district 11, engaged the Gunderson Public Relations firm of Calgary to evaluate its public image and to make recommendations for a more effective organizational structure. Mr. Gunderson, a city public trustee, commented on his findings as follows:

It is our feeling that District 11 should be highly commended for what has been started in Christian Education in this province. There is no doubt the foundation is secure, but the superstructure leaves much to be desired.

...We have been greatly impressed by the sacrifices which have been made, by the dogged determination of the membership, by the willingness to resist the lure of provincial schools. The time has come to tell your story (Gunderson, 1968, I, p. 1).

After reporting his findings of various aspects of the operation of the Christian School societies, Mr. Gunderson presented a plan of action and budget (X, XI). The report has been under consideration by a special committee of district 11 for some time, but by the fall of 1969 no action had been taken on the matter.

The NUCS also prepared a brief in connection with the proposed new school Act for Alberta drafted in 1969 for consideration by the Legislature in 1970, with the following recommendations:

- (1) That present requirements applicable to Grants to Private Schools remain unchanged except that

grants to Private Schools should be equal to 75% of capital and operational grants to Public Schools.

- (2) That private schools be legislated and as such incorporated in the School Act.
- (3) That upon approval of the Minister of Education, Private Schools may form a School District as defined in the School Act.
- (4) That the name "Private Schools" as used in the School Act be changed to "Independent Schools". (NUCS Brief, June, 1969, p. 3).

The Christian schools in this brief refer to the pluralistic character of our society, parental rights, the public-interest function of private schools and the saving in taxes to support their claim for recognition and financial aid. They claim that attendance of their students outside the public school system saves the government \$750,000 annually even after the grant of \$100.00 per student has been considered (p. 2), and that the saving in taxes would still be \$225,000.00 if the grant were 75% of public school grants (p. 3).

Political action. Supporters of private schools have also attempted to influence government policy through the medium of party politics. Social Credit MLA Fleming (Calgary West) presented a motion to the 1966 Alberta Legislature as follows:

WHEREAS THE Government advocates the principle that every child in Alberta should be assured an equal opportunity for education, regardless of financial circumstances or place of residence; and

WHEREAS many parents, who desire their children to receive their education in an atmosphere and environment other than that of the public school system, have established private schools;

THEREFORE BE IT RESOLVED that this Legislative Assembly urge the Government to consider means of extending a measure of financial assistance to private schools teaching the Alberta curriculum. (Orders of the Day, March 9, 1966, p. 2).

This motion, seconded by MLA Simpson, carried with a substantial majority and was followed by official government action in 1967 when the \$100.00 grant per pupil for approved private schools was introduced.

At the 1968 Social Credit Leadership Convention, which elected Mr. Strom to succeed Mr. Manning as Alberta's Premier, three of the six resolutions on education pertained to private schools:

- (14) WHEREAS much of the strength of our society is due to the diversity of educational experience;

THEREFORE BE IT RESOLVED THAT the Provincial Government give more aid and encouragement to those institutions providing private educational programs.

- (15) WHEREAS parents whose children attend the separate school system are exempt from taxation by the Public school system;

THEREFORE BE IT RESOLVED THAT parents whose children attend private schools be accorded the same privilege.

- (16) WHEREAS the Department of Education has supported the right of parents to place their children in private schools, and WHEREAS the Government has provided a token financial support to such schools;

THEREFORE BE IT RESOLVED THAT the Government increase its aid to these schools with the intent of eventually allowing the student to take his or her share of the School Foundation Grant to the school of his or her choice (Resolutions Bulletin, 1968, p. 5).

Draft resolutions 15 and 16 were tabled but resolution 14 was adopted in amended form:

THEREFORE BE IT RESOLVED THAT the Provincial Government investigate the possibility of giving more aid and encouragement to those institutions providing private educational programs. (Report, 34th Annual Convention and Leadership Convention, December 4-6, 1968, Resolutions, p. 5).

Despite a 2-1 vote in favour of the amended resolution the Government did not make provision for increased aid to private schools in the 1969-1970 provincial budget.

Status of Private Schools in Alberta

The status of private schools in Alberta is defined in the Department of Education Act as follows:

The Lieutenant-Governor-in-Council may make regulations governing the establishment, operation and supervision of private schools. No person shall operate a private school until it has been approved by the Minister (RSA, 1955, c. 95, S. 8 (2, 3)).

The Act defines private schools and makes it clear they exist only by the grace of the cabinet. A penalty is provided for the opening or operating of a private school without the approval of the Minister of Education.

Regulations governing the operation and establishment of private schools were set up by order-in-council in 1946 (O.C. 4/46, see Appendix B hereto). These regulations govern such matters as the application for permission to establish a private school, building standards, staff requirements above grade eight, the program of studies, teachers' qualifications and inspection of private schools. Unless a private school is protected by an Act of the Legislature authorizing its operation, such a school must

apply each year for authority to operate, giving the Minister very large powers of control (see Appendix D: Application for Renewal of Authority to Operate a Private School). The Association of Private Schools indicated its dissatisfaction with the tenuous position of private schools as follows:

We respectfully submit that the regulations by order-in-council and the legal provisions of the School Act with respect to private schools is inadequate and that no clearly-stated frame of reference is articulated for the establishment, conduct, or closing of a private school (APSCA Brief, 1968, pp. 5, 6).

Recognition of certain private schools for grant purposes has created a category of 'approved' private schools, but this has not in any way changed the legal status of such schools (O.C. 864/68, part III).

The drafting of the new school act for the 1970's may have some effect on the status of private schools which are not protected by an Act of the Legislature.³

Compulsory Attendance

Attendance at a public or separate school in Alberta is compulsory for all children between the ages of seven and sixteen (RSA, 1955, c. 297, S. 399, 1961, c. 71, s. 29).

³ Certain references to private schools contained in the old act do not appear in the new draft. However, Mr. Stringham, chairman of the committee drafting the Act said in an interview (October 22, 1969) that the intention of the committee was to maintain the status quo as far as private schools were concerned and that certain revisions might be necessary to ensure that this intention is effectively represented in the new Act.

Prior to 1961 attendance at a private school was recognized in the School Act as an excuse for not attending a public school in a very indirect way only. Since then greater recognition has been accorded private schools by the addition of clause (a1) to section 400(1) of the School Act. The relevant parts of the Act are:

A child is excused from attendance at school if

- (a) an inspector certifies in writing that the child is under efficient instruction at home or elsewhere;
- (a1) the child is in attendance at a private school approved by the Minister pursuant to the Department of Education Act. (SA, 1961, c. 71, s. 29).

The amendment has changed the authority of the inspector, who can no longer directly refuse to recognize private school instruction as adequate for a child and compel him (her) to attend a public school. The inspector would have to convince the Minister that the quality of instruction in the private school the child attends is inadequate. The whole student body of such private school might be subject to transfer to a public school. Either the whole student body is subject to transfer or all students are exempt from compulsory attendance at a public school, under the 1961 amendment.

The first public draft of the new Act, if adopted unchanged by the Legislature, would call the whole matter into question again because it fails to mention attendance at a private school as an excuse for not attending a

public school (s. 209(1), p. 88). The chairman of the committee drafting the Act stated in an interview (October 22, 1969) that the intention of the committee was not to change the present situation but to regard attendance at a private school as complying with compulsory attendance rather than as an exemption from public school attendance. Strictly speaking the proposed Act does not say this and an amendment to s. 207 or s. 2(n) would be required to give effect to this intention.

Constitutional Question

Despite increased recognition of the function of private schools through the 1961 attendance amendment and the 1967 grant formula the legal status of Alberta's private schools is very precarious. Action by the Minister could, conceivably, result in their suspension. The Canadian Constitution does not protect the private schools and by Alberta law such schools exist only as long as the cabinet sees fit to approve their operation. The outcome of the Manitoba school question suggests that even if a private school system was set up by law in a province it is still possible to cancel such legislation at a future date, as was done with the separate school system in Manitoba.

The only claim to legal status for Alberta's private schools seems to be embodied in the United Nations' Universal Declaration of Human Rights (1948):

Article 26.

- (1) Everyone has the right to education. Education shall be free, at least in the elementary and

fundamental stages. Elementary education shall be compulsory. Technical and professional education shall be equally accessible to all on the basis of merit.

- (3) Parents have a prior right to choose the kind of education that shall be given to their children (ATA Magazine, Vol. 44, No. 2, pp. 59-60, reprint of the Universal Declaration of Human Rights).

Canada, as a member of the U.N., subscribes to this Declaration. It would appear that, if Article 26(3) were fully implemented, private schools should receive legal status and public support on the same basis as public schools, at least in the elementary grades. Section 26(3) gives the parents the right to choose the school their child shall attend and section 26(1) says that everyone shall have free education, at least in the elementary grades. This claim to legal status is weakened by the fact that even if Canada subscribes to parental rights in education this does not compel the provinces to do the same. The right to legislate in the area of education is exclusively reserved for the provinces in the BNA Act and is subject only to minority rights existing at the time of Confederation.

Government Control

Allowing a child to fulfil the compulsory attendance obligations by attending a private school would seem to imply that the Department of Education must exercise certain controls over private schools. Chester Ronning pleads for certain freedoms for private schools but he also calls

for government control over private schools:

...state control is essential for the protection of the public against people who would prostitute or commercialize education (Ronning, 1942, p. 211).

Private schools can benefit from government control in such areas as standards of achievement, minimum teacher qualifications and building standards. In the absence of controls private school authorities might be tempted to accept less than standard operating conditions for public schools in order to fit their services to the funds available.

Purposes of Private Schools

Private schools serve a number of functions in that they cater to the needs of varied groups in the population. Some schools are residential, others are ordinary day schools. Residential schools provide educational opportunities to those students who cannot be served adequately by public schools. Some private schools are a preserve of the rich and may even be a sort of class or status symbol.

In Alberta most private schools are established on the grounds of a religious or educational philosophy incompatible with the public schools. They may be set up by religious bodies or groups of citizens who share a common educational objective. The Camrose Lutheran College, for example, says:

The general aim of our college, therefore, is to give young men and young women a higher education based on the Christian faith as taught in our

Evangelical Lutheran Church and to foster, encourage, and guard the Christian life of our students (Camrose Lutheran College Calendar, 1941-42, Foreword, as quoted by Chester Ronning, 1942, p. 33).

Religious education was also the concern of the Mormons when they operated their own schools in Southern Alberta. Cook says:

From its inception the Mormon Church endeavoured to make religion the core of its educational programme (Dean Cook, 1958, p. 49).

The philosophy of life is the concern of Jews also:

...the new system of Jewish Education must be built upon principles underlying the life of all American Jews (N.H. Winter, 1966, p. 47, quoting from a speech by Benderly).

Supporters of the Christian schools also feel very strongly about the need for a distinct philosophy of education.

At the heart of the argument for the Christian school is this basic fact: there is no such thing as a 'neutral' education. An educational system that is not guided by an integrated philosophy of education is not worthy of the name. And to just the extent that it is guided by any basic educational philosophy, the system's goal, method and content will be determined by the basic principles of that philosophy. And these basic tenets cannot be neutral. They must in the nature of the case be derived either from non-Christian view(s?) of man and the world, or from a Christian world-and-life-view (Wm. S. Smith, March, 1965, p. 2).

The Ontario Alliance of Christian Schools, in a proposal for a new educational creed, formulated the purpose of education as follows:

That the purpose of Christian education is to direct and guide the child to commit his heart to Christ the Truth, to attain to understanding, wisdom and righteousness, and to perform his competent and responsible service to the Lord (Christian School Herald, Vol. VII, No. 6, p. 10).

James Patrick stated in the Toronto Globe and Mail

that:

Education is not so much a process concerned solely with the transmission of information as it is participation in an environment in which a particular view of history is assumed, and in which certain definitions of human life, of its proper purpose, appropriate relationships, and destiny are implicit (December 12, 1964).

The Ontario Alliance, quoting the above passage, adds:

Those who form the Christian schools are convinced that all education is religious in character... every form of education is based on certain views about God, man, and the world; and these views are either in keeping with, or contradict, God's revelation (J. Vos, Pamphlet No. 3: The Christian School).

Some private schools have an important secondary reason for existence. Alberta College, for example, pioneered the semester system in Alberta and provided student residences, thereby attracting many students who might otherwise have attended public schools or discontinued their education. Vincent (1969) gave six major purposes or concerns of private schools in a speech to the (Alberta) North Central Teacher's Convention as follows:

- (1) Pioneering educational services.
- (2) Educating the whole man: mentally, physically, socially and spiritually.
- (3) Providing a warm and accepting atmosphere for children from broken homes or disrupted families.
- (4) Training leaders for society with emphasis on the importance of the individual and the responsibility of Christian citizenship.
- (5) Providing opportunities for failures, drop-outs and emotionally troubled people.
- (6) Providing residences for students whose relationships with parents, peers and other is strained

and who need a setting to give them time to find their bearings (Vincent, February, 1969, p. 6).

Arguments in Favour of Recognition and/or

Public Support of Private Education

Equality

Equality, according to Palmer, is based upon parental rights (McGarry and Ward, 1966, p. 80). He refers to it as the principle of the separation of family and state. Parents, in his view, may delegate their authority to a teacher, a church, or a state. The responsibility for making a choice rests primarily with the parents. Equality would solve the problem of the relation of religion to education.

One of the best results of proposals of financial aid to all (italics in the original) students, regardless of race, color, or creed, is that it solves the troublesome and ever-recurring problem of the relation of religion to education in governmental schools (McGarry and Ward, 1966, p. 80).

Palmer sees the solution to the problem of financing private schools in the recognition of the pluralistic character of the (American) nation:

The only way for our government to extricate itself from its present difficulties is by frankly recognizing that America is a pluralistic nation, a people of many faiths, and then allowing parents complete freedom of educational choice without forfeiting their school taxes. Then God, the Bible, and positive religious instruction may be ejected from the state schools, and no one's conscience will be offended. For no financial favoritism will be shown to secularism as is presently the case, but all will have their proportionate share of school taxes to select the

the school of their own choice (in McGarry and Ward, 1966, p. 81).

Justice

Compulsory attendance, says Gorman (1959), is an infringement of civil freedom if the right to private education is accompanied by a loss of enabling support.

Attaching a forfeiture of enabling aid to reasonable dissent against a government monopoly of school administration is unjust. It would be using a principle of discrimination not rationally relevant to the substance and purpose of the compulsory law which led to the issue of distributive justice. Such a legally attached forfeiture would be an unjust abridgement of the fundamental parental right and, in the case of a religious parent, a compounded abridgement of his civil freedom of religion (Gorman, 1959, p. 4).

Economy

John J. McDonough (1966) has developed a taxpayers saving plan (TSP) which is designed to provide, at least to some degree, a free market in education. He explains the purpose of his plan in these words:

The TSP is primarily an economy measure for governmental operations, based upon an economic estimate of supply and demand in education, for the purpose of determining at what point tax aid to independent schools is most profitable for taxpayers generally (italics in the original); at what point profitability is maximized, and where the point of diminishing returns is located. Thus the TSP does not merely represent student aid, or aid to schools, but it is also a plan to give aid to taxpayers (italics in the original, McGarry and Ward, 1966, p. 125).

His plan involves giving aid to private schools at a level below the support enjoyed by public schools but high enough to induce transfer of students from public to private institutions so that the enrolments in private

schools would rise from 15 to 50% of the total student population within a ten year period. He contends that substantial savings would accrue even if the percentage rose to 25 only. Among the benefits of the implementation of his plan he lists:

- Public schools would need less buildings and teachers,
- Taxpayers would pay less,
- Property owners would pay less in local taxes,
- Many parents would be able to make a less penalized choice in the education of their children, and
- Education would benefit through increased competition (McGarry and Ward, 1966, pp. 122-137).

Child Welfare

American courts have applied the 'Child Benefit' theory in upholding state laws or school board policies which provided funds from the public treasury for free textbooks or transportation for children in private schools. The U.S. Supreme Court in Cochrane v. Louisiana (1930) unanimously upheld a State Supreme Court ruling that permitted children attending parochial schools to use state-owned textbooks, because "the school children and the state alone are the beneficiaries" (quoted in McGarry and Ward, 1966, p. 20).

Similarly, by a five to four decision in 1947, the court ruled that providing bus transportation for students in private schools was constitutional. Mr. Justice Black expressed the majority opinion in these words:

We cannot say that the First Amendment prohibits New Jersey from spending tax-raised funds to pay the bus fares of pupils attending public and other schools (quoted in McGarry and Ward, 1966, p. 104).

Contribution to the National Effort in Education

Professor Snapper contends that private schools deserve recognition and support on the basis of the contributions they make to the society as a whole. Parents of students in private schools pay most of the cost of educating their own children and in addition pay their full share of public school costs (McGarry and Ward, 1966, p. 104).

Contribution to Academic Development

Many innovations in education had their origin in private schools with greater freedom to experiment than is offered in most public schools. Hall puts this very strongly:

Practically every new movement in secondary education has begun in some private or semi-private institution, and only gradually been adopted by the public high school (Hall, 1961, p. 107).

Contribution to Democratic Social Ideals

Snapper says of private schools:

Prejudice, class consciousness, and intolerance are at least as effectively dealt with as in the public schools. At the same time the independent school offers promise of fostering a much needed diversity in a society which is moving toward a monistic egalitarianism (McGarry and Ward, 1966, p. 111).

Attendance in some urban public schools tends to follow lines of socio-economic stratification because of the residential pattern in large urban areas. This de facto segregation is less likely in private schools which usually draw their population from a much larger area. Private

schools may have a problem of de facto segregation if attendance is based on class distinction, either directly or indirectly.

Contribution to Freedom: Political, Personal and Academic

A pluralistic system of education is a safeguard for academic, personal and political freedom. John Stuart Mill (1947 ed.) says:

A general State education is a mere contrivance for molding people to be exactly like one another; and as the mold in which it casts them is that which pleases the predominant power in the government, whether this be a monarch, a priesthood, an aristocracy, or the majority of the existing generation, in proportion as it is efficient and successful it establishes a despotism over the mind, leading by natural tendency to one over the body. An education established and controlled by the State should only exist, if it exists at all, as one among many competing experiments, carried on for the purpose of example and stimulus, to keep the others up to a certain standard of excellence (quoted in McGarry and Ward, 1966, p. 112).

An individual, private school may well have less freedom than most public schools but a pluralistic system offers greater freedom and a greater likelihood of a variety of responses to various stimuli. It allows parents, pupils and teachers various options in exercising their personal and academic freedom. Snapper puts it this way:

In summary, the independent school represents a built-in safeguard for democracy against a despotism over the mind, whether that despotism be of a political party, a priesthood or the majority of the electorate. Not being a state school and being relatively free from politicizing, it tends to assure a more honest estimate of the vices and virtues of the state. Academic freedom for all is enhanced by the presence of a pluralistic system of education (McGarry and Ward, 1966, p. 115).

Contribution to Moral and Spiritual Values

A 'neutral' public school system is faced with an insurmountable problem in the teaching of moral and religious values, as Philip Phenix (1962) pointed out:

There is no teacher, no school, which can escape the problem of life-orientation, the ultimate commitments by which every person must live. Every analysis of life and culture must take account, either implicitly or explicitly, of those fundamental commitments which underlie every human action. This is precisely the domain of religion. Democracy, communism, and the various economic systems cannot be analyzed in their most profound dimensions without getting into the question of ultimate values. This is, finally, a religious question (quoted in McGarry and Ward, 1966, p. 118).

Private schools, in a pluralistic society, may be the only means of overcoming the problem of teaching values because they are not forced into a common mold. They can take their own stand and attract or repel students on the basis of their philosophy of life and of education.

Cross-fertilization

Rapid technological and social change in a pluralistic environment demands that various responses be tried. A pluralistic system of education offers greater likelihood of a variety of responses than does a monistic system. A pluralistic system offers the opportunity of

...cross-fertilization between competing institutions. They learn from each other. In a sense they are each other's consciences. (McGarry and Ward, 1966, p. 107).

Arguments in Opposition to Recognition and/or Public Support of Private Education

Many arguments may be advanced against recognizing private schools or against public financial support for such schools. It should be recognized that some of the following arguments are objections to public aid only, while others are objections to the very existence of private schools.

No Tax Funds for Religious Indoctrination

Some people feel that private schools exist primarily for religious instruction and that taxpayers who do not agree with such religious instruction should not be forced to support it through payment of taxes. However, Corley suggests that taxpayers are supporting education rather than religion in such situations because "independent school graduates serve citizen X and their country as do their public school counterparts" (McGarry and Ward, 1966, p. 186). But can one separate education and religion?

Permeation of Education with Religious Values

U.S. Supreme Court Justice Rutledge, in a dissenting opinion in the Everson Case (1947), asserted that

...commingling the religious with the secular teaching does not divest the whole of its religious permeation and emphasis, or make them a minor part (Everson vs. Board of Education, 330 U.S. 1 1947).

This argument asserts, in essence, that government aid should not be given to private schools because education

and religion are inseparable once religion enters the curriculum. In the United States aid to a religious cause is regarded as a violation of the principle of separation of church and state.

Corley contended that the 'permeation' objection should be obnoxious to free men because it advocates thought control in education.

When the state acting as tax collector and distributor in one capacity, serves also as the sole authority in determining what ideologies cannot (italics in the original) 'permeate' education (McGarry and Ward, 1966, p. 193).

Blake reports that Professor George Grant of McMaster University asserted that

...state public schools actively teach religion, a system of beliefs about life which the young are expected to accept on faith (Blake, 1963, p. 5).

Fragmentation

Another argument advanced against private schools is the danger of fragmentation of the educational system with numerous sects establishing schools and the resultant undermining of the public system. Moehlman expressed his concern as follows:

To support non-public schools would distribute funds so widely among protest agencies that it might invalidate the common program, which is the first line of defense for preserving and improving democracy (Moehlman, 1938, p. 45).

Norton adds:

This would obviously weaken, if not destroy, public education as an instrument of understanding and reconciliation in a population of diverse origins and viewpoints. It would substitute a fragmented

system of schools, with children segregated along sectarian lines. In spite of protestations to the contrary, this would increase divisiveness in a nation which has achieved freedom and diversity within a framework of unity (Norton, 1954, p. 15).

But Corley counters with the following:

It is probable that many parents, if given equal participation in education tax funds, would withdraw their children from state schools and enroll them in independent, including church-related, schools. To assert that this number would be excessive would be to postulate poor service by and little appreciation of the public schools: in short a large 'captive' enrolment in these schools (McGarry and Ward, 1966, p. 191).

Divisive-undemocratic

Closely associated with the fragmentation argument is the view that non-public schools are divisive and undemocratic in nature. The comments by Moehlman and Morton, quoted above, illustrate this quite well. Their objection is based on the assumption that democracy can prosper only if all students are educated in state-controlled schools, providing a common mold for the younger generation. Corley counters this argument with a reference to the legal doctrine of res ipsa loquitur (the facts speak for themselves) and he cites examples affirming the public service nature of education in private schools. He further asserts that the idea that 'public schools are a fundamental of democracy' is only a half-truth.

Essential in a democracy is education (italics in the original). Furthermore equally important is freedom and diversity in the pursuit of knowledge (in McGarry and Ward, 1966, p. 188).

In the conclusion of his counter-argument he cites Justice Jackson of the U.S. Supreme Court in the Barnette case (1943): "Compulsory unification of opinion achieves only the unanimity of the graveyard" (in McGarry and Ward, 1966, p. 189).

Free-choice in Public Education

Some opposition to aid to private schools is based on the assertion that parents already have a choice of public schools for the education of their children and they should not ask the taxpayer to subsidize their choice of a private school. Senator Randolph of West Virginia commented on this issue in a United States Senate debate:

It is, therefore, not discriminatory in any legal sense to deny Federal assistance to parochial schools. The public schools are available for all who desire to attend them (Congressional Record, January 23, 1962, as quoted in McGarry and Ward, 1966, p. 189).

No Control or Accounting

Opposition to aid to private schools is sometimes based on the claim that private schools are not under government control and that no accounting is, or can be, made of any tax funds used to finance such schools.

Corley took issue with this claim by objecting as follows:

The fact that the education a student receives in an independent school fulfills the public-service purpose of education laws achieves the end result of both control and accounting; i.e., tax funds are used for the purpose for which they are levied: to educate the citizen. Otherwise the independent school in question would be disqualified (in McGarry and Ward, 1966, p. 194).

The Chancellor of St. Louis Washington University, Thomas H. Eliot, questioned the validity of the 'no-control' objection by questioning the control in public schools:

Laymen assume that local control means control by the people of the district, usually through elected representatives. Professional educators, however, are less clear about this... Many educators are insistent in urging, in effect, that the schools are the special province of the professionals, the voters being a necessary evil who must be reckoned with because they provide the money (as quoted in McGarry and Ward, 1966, p. 194).

Separation of Church and State

The separation-of-church-and-state doctrine implies that religion is the province of the church and education the responsibility of the state and that the two areas of jurisdiction must always remain separate and distinct. Justice Block, commenting on the First Amendment to the American Constitution, in connection with the Everson (1947) case, says:

No tax in any amount, large or small, can be levied to support any religious activities or institutions, whatever they may be called, or whatever form they may adopt to teach or practice religion. Neither a state nor the Federal Government can, openly or secretly, participate in the affairs of any religious organization or groups or vice versa. In the words of Jefferson, the clause against establishment of religion by law was intended to 'erect' a wall of separation between church and state (as quoted in Konrad, 1961, p. 37).

Threat to Private Education

Some supporters of private education oppose government aid for their schools on the grounds that government control must necessarily follow, or is very likely to

follow government aid. Kneller fears that:

...the special contribution of the private school to American education will cease in the measure that private education decides to become dependent on government funds. Regardless of charges of inequality of educational opportunity that are necessarily concomitant with private education, there will be less democracy in education without the private, or protest, school (Kneller, 1946, p. 25).

But not all private school supporters share this view. Palmer said that 'equality works'. Commenting on the Netherland's policy for complete equality for all schools, he said:

Hard historical facts demonstrate that it is possible to have financial equality for all schools without undesirable by-products, such as governmental interference in the schools. Equality and freedom go hand in hand (italics in the original, McGarry and Ward, 1966, p. 78).

Yet, some private school people are not convinced. They feel that even if government control is not imposed the parents, relieved of direct financial responsibility, may allow the schools to drift slowly towards the position of public schools where, they say, the government must step in because the parents have vacated the field.

Pay-the-Price

Parents who opt out of the public school system and insist on an education based on a philosophy different from that of the public school must, according to some, be prepared to pay for the privilege of making such a choice. This argument is sometimes extended by the claim that private education loses its 'raison d'etre' when it becomes

dependent on public support. Chworowsky feared that subsidizing pluralism "would increase the influence of government in our lives to the detriment of individual and group freedom" (Chowrowsky, 1959, p. 260).

Waste of Resources

Boogaard suggested that the Dutch educational system provides evidence of costly and wasteful practices (Boogaard, 1955, p. 269f). Thayer was concerned about duplication of services precluding optimum use of human and physical resources.

To divide these (public) meager resources between public and private schools involves more than a mere reduction in the total amount of money now available to public education... Not only would the appropriation of public funds to parochial schools deprive public schools of sadly needed resources; it would foster competition and rivalry for legislative favor (Thayer, 1947, pp. 87-88).

Corley attacked both the underlying philosophy of Thayer's position and the claim that resources are wasted, when he said:

As to the dollar cost of freedom in education, the terms are almost incompatible. Liberty has no pricetag... Education in independent schools is usually more economical than in state schools. A modicum of justice by way of tuition grants from government to independent school students would produce benefits to our culture and society (McGarry and Ward, 1966, p. 195).

McDonough (1966) has developed a taxpayer saving plan (TSP) which is based on the premise that rather than wasting resources private schools would conserve resources if

they were partially subsidized by government funds.⁴

The Hothouse Argument

Fakkema stated this argument as follows:

A deep-seated conviction prevails that the world is secular and in school we must prepare children to live in a wordly world. If we send our children to the public school, they will face reality and will become strong and vigorous. On the contrary, to send them to a Christian school would shelter them and make them tender and weak like hothouse plants (Fakkema, 1966, p. 4).

Fakkema called the hothouse argument the most popular objection to the Christian school, but contended that

If rightly understood, it presents one of the most valid reasons for sending our children to the Christian school (Fakkema, 1966, p. 4).

He saw the hothouse argument as being based on three errors. First, children are followers and imitators and might lose whatever spirituality they may have in a public school. Second, the hothouse (Christian school) is not intended to make the plants (children) weak but to protect them from outdoor exposure until they are strong enough to weather the elements outside. Third, public schools do not adjust children to the world, they conform them to the world. Despite Fakkema's interpretation of the hot-house argument many people are not convinced. Fakkema summed up his view as follows: "We do not rush our boys to the battlefield until we first give them basic training (Fakkema, 1966, p. 4).

⁴ See p. 53 for a description of the TSP.

Recent Canadian Developments
in Private Education

Canada's two largest provinces and Manitoba have been the scene of recent developments which require a brief examination with a view to putting the current Alberta situation in better perspective.

Quebec

In 1966, Mr. Bertrand, now provincial premier, announced the intention of the Government of Quebec to introduce a general law on private education. In 1968 two Bills were introduced to provide for various aspects of some five types of private education. Various organizations submitted their views on the new Bills and the final result of the deliberations was the adoption on December 18, 1968 by the Legislature of a single Bill (No. 56), combining the two Bills into one. The Bill expressed the conviction of the late premier, Daniel Johnson:

"That the grant shall follow the child" (O.A.C.S. Brief, 1969, p. 14).

The new Bill became known as the Private Education Act. This Act provides for the establishment of a nine-member private education advisory commission, appointed by the Lt. Governor upon the recommendation of the Minister (Chpt. II, s. 3). The members are appointed after consultation with those groups which are most representative of the directors, teachers and parents of the pupils enrolled in private schools.

The Act recognizes two classes of private schools for grant purposes: (a) the institution of public interest: a private school which is declared by the Minister to be in the public interest and which contributes to the advancement of education in the province of Quebec because of the quality of services, the competence of staff, the pedagogical methods and characteristics of education which it provides (s. 9). Such schools are entitled to a per-pupil grant equal to 80% of the average per-pupil cost in public schools during the preceding school year (s. 14); (b) the institution recognized for grant purposes, which meets the requirements of certain regulations but has not been declared an institution in the public interest. Such schools receive a 60% grant calculated on the same basis as for the public-interest institution (s. 17).

The educational areas eligible for grants range from pre-elementary to college level and include vocational and self-improvement education as well as education for handicapped children and education by correspondence (s. 1). The level of financial support (between 60 and 80%) in Quebec is considerably higher than Alberta's \$100.00 per pupil, which represents less than 20% of public school costs.

Ontario

Two recent reports on the Ontario educational scene and a brief presented by an association of Christian schools are of importance to private schools in that province and may prove to have ultimate influence in the rest of Canada.

Hall-Dennis Report. The Hall-Dennis Report, Living and Learning (1968) makes an important recommendation directly affecting private schools:

255: Establish a select committee of the Legislature to study in depth the position of private schools in Ontario, giving prime attention to the issues raised in the Report (p. 203).

The Report states as the reason for this recommendation the desire of commission members to achieve equality of opportunity in education (p. 164). It calls for equal opportunity for all Ontario youth and cites the U.N. Declaration of Human Rights (p. 11) which asserts the prior right of parents to choose the kind of education their children shall receive, it calls for the development of a multi-cultural society and it sees the role of the province as equalizing educational opportunity through fiscal measures, leaving most of the decisions concerning educational expenditures to local authorities.

While the issues the Report raised appear to favour a plurality of educational systems, the final position of the commission indicates continued commitment to a public system with provision for a Roman Catholic separate system to satisfy the constitution.

The Ontario Alliance of Christian Schools, in presenting a brief to the Liberal caucus in Ontario, quoted the following from the Hall-Dennis Report in an effort to gain political support for a policy of financial equality in education (Calvinist Contact, Vol. 24, No. 910, June 26, 1969, p. 1).

With these we accept the concept that every child in Ontario is entitled, as of right, to the opportunity of access to the educational and training facilities for which his talents qualify him; that no condition of race, religion, language or background shall be allowed to impede his progress to full citizenship in all its plenitude (p. 11).

Mackay report. A Report of the Committee on Religious Education in the Public Schools of the Province of Ontario (1969), the Mackay Report, was tabled in the Ontario Legislature on March 13, 1969 (Calvinist Contact, Vol. 24, No. 901, April 24, 1969, p. 6). The Committee was set up to look into the matter of religious education as it had existed in Ontario public schools since 1944. In the words of the Committee, controversy over the appropriateness of such education had arisen and marked differences of opinion were evident in three areas:

...the recognition of the rights of minorities, the concept of separation of church and state, and the increasingly secular character of public schools (Mackay Report, 1969, p. 14).

The Committee found the program of religious education to be "unsatisfactory and inefficient for the purpose of developing a truly educated and cultivated person" (p. 71).

In the 25 year period during which dissatisfaction and controversy arose over religious education in public schools a Christian (private) school system developed in the province. Since 1946, when the first such school opened its doors in Ontario, 46 of them were established with enrolments totalling 8,102 students (O.A.C.S. Brief, 1969, p. 2). John Olthuis, commenting on the Mackay Report and supporting the Christian school movement, said that

"the public school system has become a mammoth and grotesque monster" (Olthuis, 1969, p. 6). He also appealed to Christians who send their children to public schools to consider their position:

And so Christians now sending their children to the public schools are faced with a tremendously serious decision - To send or not to send their children to Christian schools! That is the question! (Olthuis, 1969, p. 6).

It is too early to assess the full impact the Mackay Report and government response will have on the development of private schools in Ontario but it clearly has the potential of intensifying conflict among those public school supporters who fear the removal of religious education from the curriculum, or the complete re-orientation of the program. Such fears may be sparked by committee statements, such as:

The Committee has found that this program is unsatisfactory and inefficient.... In advocating the abandonment of the present course in religious education... (Mackay Report, 1969, p. 71).

The fact that the Committee felt that a new program of religious education can be successful apparently did not convince such people as Olthuis.

The Mackay Report has also drawn sharp criticism from the Ontario Alliance of Christian Schools, which attacked the following statement in the Report:

Some persons, as already noted, recommended that government support be given to parochial or private schools operated by particular religious groups. We rejected this as destructive of our great democratic school system (Mackay Report, 1969, p. 26).

The Alliance claims that "IT IS SHOCKING TO NOTE THE TOTAL LACK OF RESPECT THE COMMITTEE HAS FOR OTHER THAN 'PUBLIC'

SCHOOLS (O.A.C.S. Brief, 1969, p. 13), and then reacts:

WHERE, WE ASK, IS THE RESPECT FOR FELLOW CITIZENS WHO ARE CONVINCED THAT THE EXISTENCE OF OTHER THAN GOVERNMENT OWNED AND OPERATED SCHOOLS IS ESSENTIAL FOR THE GROWTH OF A DYNAMICALLY DEMOCRATIC SOCIETY? WILL IT SOON BECOME NECESSARY FOR THE SAKE OF DEMOCRACY TO DESTROY THE SEPARATE SCHOOL SYSTEM?

The blatant hypocrisy of such totalitarian thought should be obvious to all who are genuinely concerned with justice in society. When a society reaches the point that 'true respect' for the convictions of groups within that society are denied for the sake of maintaining 'democracy' it is obvious that what is being maintained is not a democratic system but a totalitarian system where the essential freedoms of groups whose views differ from those of the majority are systematically and coldly denied.

It is obvious that the Mackay Committee is a terribly serious offender of its own 'don't indoctrinate' rule..... What type of indoctrination will pervade the public school system if the Mackay recommendations are adopted? The report suggests it will be the indoctrination of humanism (O.A.C.S. Brief, 1969, pp. 13-14).

Ontario Alliance of Christian Schools. As already noted the O.A.C.S. has reacted sharply to recent trends in education in the province of Ontario as reflected in the Mackay Report. The O.A.C.S. made a presentation to the Ontario Government in the form of a brief which reports a rapidly growing militancy among its supporters. The following excerpts from the brief illustrate this vividly.

To limit educational freedom and equal educational opportunity to freedom within a system children are economically forced to attend is ludicrous. It deprives many citizens of true freedom of choice in education (O.A.C.S. Brief, 1969, pp. 1-2).

It is true that our quiet protests and suggestions for change have been before you both collectively and individually, 'ad nauseam' as it were. It is also true that we have been received and listened to politely. But this misses the point. IT IS PRECISELY BECAUSE THIS GOVERNMENT ALLOWS AN AIRING

OF COMPLAINTS WITHOUT FEELING IT NECESSARY TO TREAT THEM SERIOUSLY THAT OUR UNREST IS GROWING. It would seem that the government is guilty of naivet   in assuming that all it need do is permit the disgruntled to beef at regular intervals, thus providing a forum for draining off pressures that will keep the citizens happy. The increasing number of violent explosions in our society indicate that pressures cannot be drained off in this way. We believe that this government has not given the problem of its responsibility to educational systems other than the 'public' system the SERIOUS attention it deserves. At least no such SERIOUS DELIBERATIONS have been shared with us (pp. 2-3).

In conclusion we wish to emphasize again that our member schools consider this matter to be so urgent that our quiet protests may well become noisy demonstrations unless the Government is prepared to give this matter the serious attention it deserves (p. 20).

The brief asked for "equal educational opportunity" (p. 19), and wants consideration of money grants, textbooks and transportation grants for private schools (p. 10). The brief was submitted on October 22, 1969, and the Alliance is now awaiting government reaction.

Manitoba

Manitoba's private schools had no direct financial aid available to them as of the end of 1969. However, the Public Schools Act contained the following enabling legislation:

- (1) The Board of a school district, school area or school division may, with the approval of the minister, enter into an agreement with a private school to provide, under the supervision and control of the board, to children enrolled in the private school, transportation from points on a regular public school bus route operated by the board to other points on the same route.
- (2) The board of a school district, school area or school division may, with the approval of the minister, enter into an agreement with a private

school to provide, under the supervision and control of the board, and in a public school operated by the board, to children enrolled in the private school, any other service, other than transportation, that is regularly offered in the public school by the public school under the jurisdiction of the board (RSM, 1954, c. 215, s. 157B).

In claiming grants the public school may include transportation and other services rendered to private school pupils (s. 157B(5)).

Recent developments in Manitoba indicate that there may be a significant expansion of aid to private schools and that it may come in the form of direct provincial assistance. A recent report by the Manitoba Association for Equality in Education (M.A.E.E.), which represents 90% of all private schools in that province, claims that significant headway has been made in convincing both the governing New Democratic Party and the Manitoba Liberal Party that public aid should be provided for private schools (Calvinist Contact, Vol. 25, No. 937). Mr. Stan Roberts, president of the Manitoba Liberal Party, is quoted in this report as stating the following at a news conference on December 15, 1969:

I think the time has come for us to review our stand on this matter to achieve reform in our present educational system. We should be moving away from the monolithic system we have at present (Calvinist Contact, Vol. 25, No. 937, p. 1).

The report indicated Mr. Roberts would favour initial aid to private schools in the form of teacher grants.

A subsequent press release by Premier Schreyer is also quoted, in part, in the M.A.E.E. report as follows:

If the department of education is willing, as it is, to accept the standard of teaching which is going on in these schools and if the department is certifying teachers for them, then it seems to me there is also a case for some sort of financial responsibility (Calvinist Contact, Vol. 25, No. 937, p. 1).

The M.A.E.E. report assessed the position of the Conservative Party (the governing party until July, 1969) as follows:

It is also expected that the Conservative Party will soon take a stand on the issue. Many Conservative MLA's have privately expressed their willingness to support aid to private schools (Calvinist Contact, Vol. 25, No. 937, p. 1).

The report concluded by expressing the hope that 1970 will be the turning point in Manitoba with respect to aid to private schools.

Related Studies

Chester Ronning (1942) wrote a thesis on a private, residential high school, the Camrose Lutheran College, in which he discussed the special services offered by a private school. Edwin Pitt (1949) gave an account of the development of Hutterite schools in Alberta. It is interesting to note that all Hutterite schools, with the sole exception of the Brant school, are now classified as public schools.

Philip Miller (1957) provided an historical account of the Seventh Day Adventist movement in education in Alberta. Following the opening of the first SDA school in Tees, in 1903, many schools were opened on a temporary basis. Now the chief centre of SDA education in the pro-

vince is the Canadian Junior College at College Heights, near Lacombe. Miller believes that a "church-sponsored school system is not merely desirable but absolutely essential" (Miller, 1957, p. 40).

Dean Cook (1958) described the history of early Mormon schools in Alberta. Mormon schools became public at the turn of the century when territorial funds were made available to local authorities for educational purposes. A serious teacher shortage contributed to the demise of Mormon private schools. Mormons have tried to influence public schools by their effort to staff public schools in predominantly Mormon communities with teachers who are adherents of the Mormon faith (Cook, 1958, p. 85).

Harry T. Sparby (1958) described the early history of Alberta education, including the development of private schools and their gradual conversion to public institutions as governments became better established.

Konrad (1961) studied private schools and analyzed practice and opinion, in both Alberta and British Columbia, with respect to public financial support of private schools. He used the instrument developed by Robert D. Jones (1956) as a model for his questionnaire. Some aspects of Konrad's instrument have been incorporated in the questionnaire used in this study. The chapter on evaluation of results makes frequent comparisons with Konrad's findings prior to 1961.

As this thesis was being written Stan Digout (1969)

was preparing a case study on the manner in which certain individuals and/or organizations or groups influenced the political process and obtained provincial legislation and an Order-in-Council establishing the \$100.00 per-pupil grant for approved private schools in 1967.

CHAPTER 3

THE PROCEDURE OF THE STUDY

The method used to gather data consisted of a search of legal and provincial documents, interviews with private school officials and government officials concerned with private schools and the administration of a questionnaire to the four groups in the sample for the main study, after the instrument was validated in a pilot study.

Four major steps were involved in carrying out this study over a period of almost one year.

1. A search of provincial statutes, orders-in-council and other documents was made to describe the legal provisions for public financial aid for private schools in Alberta.
2. Interviews were conducted with Department of Education and private school officials and personnel to supplement and corroborate document research and to describe the actual practice with respect to public financial support for private schools.
3. A pilot study was undertaken to validate a revised instrument for use in the study. The sample consisted of three departmental officials and members and ex-members of the populations sampled for the main study.
4. The questionnaire, as modified by the pilot study,

was administered by mail to the members of the main study sample. The responses received were described and analyzed in Chapter 5.

Search of Documents

Provincial statutes, orders-in-council and other government documents were consulted for a description of the current legal provisions for the operation and financing of private schools in Alberta.

Financial statements, Department of Education Annual Reports and grant summary forms compiled by departmental officials were consulted for a description of the growth of private schools and certain limited aspects of financing such schools. The search of various government documents also contributed to the description of provisions for indirect public financial support for private schools.

Interviews

Interviews with government and private school officials were employed to supplement departmental records for a more accurate and complete description of actual direct and indirect public financial support of private schools in Alberta. The immediate past-President and the President of the Association of Private Schools and Colleges in Alberta and the Academic Dean of Alberta College were interviewed for information about the Association and pri-

vate schools in general.

Department of Education supervisors and/or specialists in various fields were interviewed for information about the manner in which the Department treated private schools in the particular area of their specialty. Interviews were partly structured with the aid of appropriate questions selected from the list in Appendix K hereto.

Also included in this stage of the study was an interview with the Minister of Education for the purpose of obtaining some indication of the policy-direction of the department with respect to private schools.

The Pilot Study

A pilot study was undertaken to validate a new instrument. The questionnaire employed by Konrad (1961) was used, in part, as a model. Twelve of Konrad's 18 questions were incorporated, with little or no modification, in the pilot study questionnaire. The format, however, was changed from separate questions and 'yes', 'no', and 'no opinion' response to an arrangement of questions under a single introductory statement and provision for responses on a five-point Likert-type scale. Responses were allowed to range from 'strongly agreed' through 'agreed', 'undecided', and 'disagree', to 'strongly disagree'.

A number of questions dealing with finance were newly designed to reflect changes in government policy since Konrad's study. These questions were designed with the

aid of the researcher's knowledge and experience in financing of public education since 1958. The questions directed exclusively to parents and/or principals of private schools were designed by the researcher to elicit responses about the reasons for sending children to private schools and the relationship between the degree of public financial support, the question whether private schools should and would accept such support, and the anticipated effect on enrolments. Both format and content revision discussed above were made after consultation with faculty members at the University of Alberta.

Sample of the Pilot Study

The revised questionnaire was then mailed, on April 3, 1969, to 21 persons who were either members or ex-members of the various groups in the population, or who were otherwise knowledgeable about private education in Alberta. Included in the sample were three recently retired MLA's, two from government ranks¹ and one from the opposition, one former separate school superintendent, one former provincially appointed public school superintendent and one locally appointed superintendent. Three officials in the Department of Education were asked to participate

¹ Mr. D.S. Fleming, former S.C. member for Calgary-West, was chosen because he had taken an active part in drafting and promoting legislation providing for financial aid to private schools.

because of their knowledge in the field of private education in Alberta. Four former private school principals in Alberta and a former President of the Association of Private Schools and Colleges in Alberta were also included in the pilot study. None of the respondents in the pilot study were included in the sample for the main study.

The main study sample of MLA's and principals consisted of the entire populations in those categories. For this reason only former members were included in the pilot sample in an effort to avoid contamination of results by premature exposure to any draft of the questionnaire.

Pilot questionnaires were also sent to two parents by direct mail and to five parents via private school principals. The latter proved to be limited in its effectiveness. In fact, one principal refused to forward a questionnaire because he himself would not have access to the information contained therein until the time of the final study.

With a desire to broaden the study to include parents of public and separate school students, ten questionnaires were mailed to persons in these categories five days after the original mailing of the instrument. The possibility of compiling a sample of public and separate school parents for the province was investigated. No direct access to the population of such parents was available and the only method of reaching them by mail appeared to be via school principals. This method would be similar to the manner in

which private school parents were contacted but involve a far greater number of principals and a greater absolute sample size than was the case for private schools. In view of these difficulties parents of public and separate school students were not included in the final sample for the main study.

Collection of Pilot Study Returns

Nineteen of the 31 respondents returned their questionnaires in time for consideration of the final draft and all comments were carefully scrutinized and analyzed and reflected in the final draft. Four weeks were allowed for the return of questionnaires in time for the final draft. A concerted effort was made to obtain additional returns even after the final draft was completed. Suggestions in the late returns were similar to those of earlier returns but less in number. Earlier receipt of the late returns would not have affected the text of the final draft in any significant way. Table 1 summarizes the pattern of returns of the pilot study questionnaire.

Analysis of Pilot Study Results

An examination of the responses revealed a relatively wide distribution on the five-point Likert-type scale as indicated in Figure 2. All groups in the pilot study made useful contributions, either in the form of suggested changes in certain questions, or by questioning the assumptions underlying certain questions, or by indicating

TABLE 1
RETURNS OF PILOT STUDY QUESTIONNAIRE

Questionnaire						
Category of Respondent:	Number Mailed April 3-8 1969	Initial Returns April 10-22 1969	Returns After 2nd Request April 20-30	Returns After Final Draft May 1	Total Returns:	
					Num-ber	%
Ex-MLA's	3	1	1	1	3	100
Superintendents	3	2	1	0	3	100
Government Officials	3	0	3	0	3	100
Former private school principals	5	3	1	1	5	100
Private school parents	7	2 ^a	1	4	7	100
Public school parents	10	3	1	2	6	60
Total of all Sample Members	31	11	8	8	27	87

^a Includes one blank 'return' which never reached its destination due to the refusal of one principal to forward questionnaire to parents of one of his students.

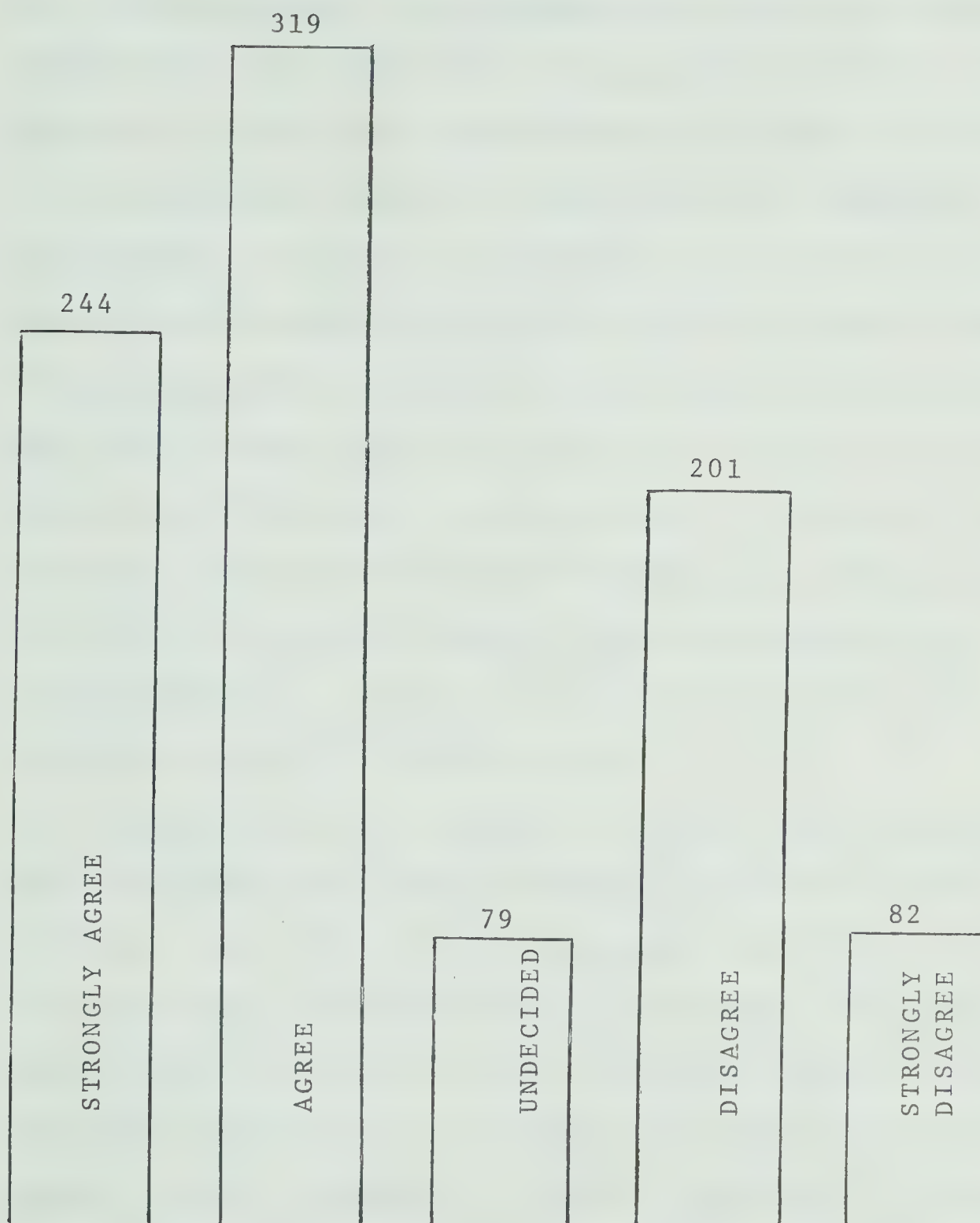


Fig. 2 Summary of responses to all questions in the pilot study questionnaire received prior to design of final questionnaire.

doubts about the usefulness of a particular question.

Question 1, dealing with the basic method of financing private schools, was amended and expanded to include suggestions of at least five respondents. Question 5 was amended to clarify the exact meaning of 'pupil transportation' within the context of that question. Question 6 was amended to include a percentage range of school costs rather than a verbal description open to a greater range of interpretation. Question 10 was clarified as to terminology and a fourth answer was added to question 11 at the suggestion of at least six respondents. Question 12, dealing with competition for public funds, was eliminated because of the apparent confusion about assumptions and interpretations. Question 13 was re-numbered 12 and amended to include a fourth choice.

Question 14* (for parents of public and separate school students only) did not appear to be in need of any revision. Three of the six respondents were in favour of transferring their children to a private school but two of the three qualified their answers. Two of the three who replied in the negative also enlarged upon the reasons for not transferring their children to a private school. Despite its value question 14* was eliminated from the questionnaire because of the problem of compiling a representative sample of parents to whom it would apply.

Question 16 was redrafted to conform to the five-

point scale pattern and re-numbered as question 15. Question 18 was re-numbered 17 and modified to include one additional choice and to further stress the importance of numbering the items of choice according to their relative importance to the respondents. Questions 2, 3, 4, 7 and 8 appeared to be well understood and only minor amendments were made to some of them. Questions 14, 15, 17 and 19 presented no difficulties to respondents and were re-numbered 13, 14, 16 and 18 for the final draft of the questionnaire.

Population and Sample

The population for this study consisted of four groups as shown in Table 2.

Sampling Method

The main sample consisted of all members of the Alberta Legislature, all private school principals in Alberta, forty out of the eighty-one public and separate school superintendents in Alberta and between 2 1/2 and 3% of the parents of private school students in Alberta. In the case of the former two groups the sample then was the same as the population. In the case of the latter two groups two types of sampling methods were employed.

In the case of superintendents the population was divided into three groups: Provincially appointed public school superintendents, locally appointed public school

TABLE 2
POPULATION AND SAMPLE

Category of Subjects	Size of Population	Size of Sample
Private School Principals	38 ^a	38
Public School Superintendents	81	40
Members of the Legislature	65	65
Parents of Private School Students	Exact Number Unknown	152 ^b

SOURCE: Legislative Assembly List of MLA's, Department of Education Lists of private schools (Appendix J) and of all schools in the province, and newspaper advertisements.

^a Forty-four principles were included in the original mailing list, but six did not meet the criterion of being in office in 1968-69. It was found that two were principals of schools which had closed prior to the 1968-69 school year, two were principals of schools which were not true private schools, but schools run by the Attorney-General's Department. Two principals listed were each other's successors in the same principalship and one principalship had not yet been created because the school had not commenced operation and did not do so during 1968-1969.

^b Parents were selected for the fifth student in each school as well as for each fortieth student thereafter as determined by principals.

superintendents and locally appointed separate school superintendents. From each group members were selected on the basis of random sampling without replacement. The stratified sample which resulted contained, as nearly as possible, 50% of the population of each group.

In the case of the parental sample it was found that the size of the population could not be determined with any degree of exactness and no direct access to the population was available. As a result the sample was based on student population as reported by principals of private schools. Principals were asked to submit a list of names and addresses of parents of certain students in their schools. The students they were asked to select were the fifth student and every fortieth student thereafter as their names appeared on the school's registers. The selection of the fifth student was arrived at by random sampling from numbers one to forty inclusive. Duplications were avoided by asking principals to substitute the next student on his register if a second or subsequent member of the same family would otherwise have been included in the student sample.

A subsequent check of enrolment data submitted by principals indicated some discrepancies between the number of names submitted and the actual number to which a school was entitled under the above procedure. These differences, which have a negative effect on the validity of this study, are indicated in Table 3.

TABLE 3
STRATIFIED SAMPLE OF PARENTS

Private School Category	1968-69 Enrolment	Correct Number of Parents	Actual Number of Parents
Parental	1,538	42	42
Parochial-Hebrew	580	17	23
-Roman Catholic	245	7	8
-S.D.A	596	17	19
-United Church	628	16	16 ^a
-Other	447	14	14
Independent-Day Schools	757	20	21
-Saturday Schools	<u>176</u>	<u>5</u>	<u>9</u>
	4,967	138	152

SOURCE: Principals' returns of data sheets and lists of addresses of parents.

^a Includes two adult students at Alberta College.

The questionnaires were mailed to all parents in the lists submitted by principals. The method used to select the parents in the sample is subject to two serious weaknesses. The first is the fact that the selection was not truly random and the second is the possibility that principals might not (and in some cases did not) adhere to the selection procedure. The total absence of any accessible list or lists of all students or all parents concerned made it impractical to use a more precise method of selecting subjects for the parental sample.

Questionnaire

The final draft of the questionnaire designed by the researcher was administered to all subjects in the total main study sample as follows:

To all private school principals in Alberta by mail, with a covering letter from the President of the Association of Private Schools and Colleges in Alberta.

To all superintendents in the sample by mail.

To all MLA's in Alberta by mail, with a covering letter from the Minister of Education for government members only.

To all parents listed on principals returns, by direct mail.

Self-addressed, stamped envelopes were used with each mailing of the questionnaire. The original mailing to principals, superintendents and MLA's was made in the first week of May, 1969, with mailing to parents following receipt of address lists from principals. A reminder

letter was send 10-14 days later, followed by a second mailing of the questionnaire after another 7-10 days.

Following the second mailing an attempt was made to contact all non-respondents. A few principals and the only superintendent who failed to return a questionnaire were contacted by telephone. Attempts to reach parents in the same manner were successful in most cases but only a small number of MLA's were reached by telephone. These calls were made not only to encourage further returns but also to enquire about reasons for not returning the instrument.

MLA's reported as their main reason the fear of being identified in the reporting of results. Parents gave as reasons the problem of understanding questions and/or the time involved in properly answering questions. One principal promised to return the questionnaire but did not and the only other principal who failed to return the questionnaire claimed lack of time, after returning only the list of addresses form sent with the instrument.

Description and Analysis of Data

The results of interviews and searches of documents are reported in Chapter 4 in tabular and narrative form. Included are a description of the legal provisions for public financial support of private schools in Alberta, a description of present practices with respect to such support and a description of some aspects of financing pri-

vate schools and the numerical growth of private school populations.

The result of the questionnaire are described in Chapter 5. The opinions of MLA's, private school principals, public and separate school superintendents and parents of private school pupils are described and analyzed.

The responses to the questionnaire were tallied for each question by groups and sub-groups in the sample. Detailed notes were made of all comments. The responses to most questions are presented in the form of tables reporting the mean value of responses to each question for each group in the sample.

To test for significant differences between groups in their responses χ^2 was calculated, comparing all agreed and strongly agreed responses as one group with all disagreed and strongly disagreed responses as another group and omitting all undecided and non-responses. Results of questions 13-18 and parts of some other questions are reported in tabular form showing the number of responses. Again, in some cases calculation of χ^2 was used to test for significant differences. The narrative accompanying each table or graph completes the description of data and represents an attempt at their analysis.

CHAPTER 4

FINDINGS OF DOCUMENTS SEARCH AND INTERVIEWS

The findings of document research and interviews are reported in this chapter under three main headings: Legal provision for public financial support of private schools, the actual extent of public financial support of such schools, and enrolment and financial data.

Legal Provision for Public Financial Support

Until 1967 Alberta's legislation made virtually no provision for government aid to private schools. Property tax exemption and enabling legislation permitting public schools to pay tuition for students in private schools were the only forms of aid available to most private schools, according to a survey by Konrad (1961). Only those private schools located in unorganized territory (i.e., no public school district) were entitled to a direct grant. The principle of aid to private education had not really been established in Alberta.

The present situation is quite different. No large grants are made to private schools but the principle of public aid to such schools has now been incorporated in legislation. In 1967 the School Grants Act was amended to bring private schools within the scope of provincial education grants by the addition of the following clause

to the Act:

- (h) the operation of a private school approved pursuant to the Department of Education Act and providing either elementary or secondary education or both (s. 2).

Direct Provincial Aid

The actual amounts of direct grants are set out in the Grants Regulations of the Department of Education and consist of the following:

Basic per pupil grant. Provision is made for direct financial assistance to 'approved' private schools in the form of a \$100.00 annual grant for each full-time (FT) or full-time equivalent (FTE) resident pupil enrolled in grades I-XII inclusive (O.C. 864/68, part III). The grant became effective 1 April, 1967, but is paid from a special appropriation (No. 1314, 1968) and not from the Foundation Program Fund.

Reading materials grant. Effective September 1, 1969, a direct provincial grant was made available to 'approved' private schools in the form of a \$2.00 per pupil grant each year for the purchase of reading materials. This grant applies only to grades 1-6 and is paid out of a special appropriation (No. 1305, 1968). The grant is authorized by regulation (O.C. 864/68, part IV).

Unorganized territory grant. For a private school located in unorganized territory a grant of \$2,400 per room is available if the teacher(s) in such schools possess(es) an Alberta teaching certificate. Without

certificated personnel the grant is \$1,600 per room (O.C. 864/68, part I, s. 9(1)). Alternatively, if operation of a school is not warranted, a grant of up to \$2,000 per annum is available towards the cost of transporting students to a nearby public school (s. 9(2)). In the latter case the grant is really not aid to a private school but rather to a public school. In the former case the aid is available only in marginal districts and does not apply to existing private schools.

Enabling Legislation for Aid at Local Level

The Alberta Legislature has passed enabling legislation allowing local public school authorities to provide some aid to private education. Municipal authorities also have some permissive powers granted by the Legislature.

Transportation. During the 1960 session of the Legislature the School Act was amended to permit a divisional board or county to allow children attending a private school to use bus service provided by the Board if the parent or guardian enters into a written contract of transportation with the Board (s. 310).

The first draft of the New School Act to be introduced in the 1970 session of the Legislature has incorporated this enabling legislation (s. 181) by specifying that the board shall provide conveyance to any school the child attends. The chairman of the Committee for Revision of the School Act indicated in an interview (November,

1969) that private schools were included in the term 'any school' despite the problem that the new 'Act' appears to rule out private schools as schools (s. 2(a), (n)).

Tuition. The 1962 session of the Alberta Legislature restricted the powers of a public school board to pay tuition fees to parents of pupils attending a private school. Payment of such fees was limited to cover instruction not provided by the public school board in one of the manners indicated in the Act (s. 321(1-3)). The provisions of the current School Act (s. 326) may be altered if the new 'Act' is adopted by the Legislature. It removes the restrictions imposed in 1962, permitting public school boards to pay tuition fees for courses the board itself may be offering, provided the student concerned attends a private school approved by the Minister (s. 195).

Municipal grants. Various municipal acts made provision for municipal grants to religious and educational institutions prior to 1968. In that year these provisions were consolidated in the Municipal Government Act, which provides that

The council may pass by-laws providing for grants... (d) to religious educational or other organizations which the council may deem entitled to such grants, and may make all regulations, conditions and provisions with respect thereto (s. 206(1)).

The aggregate of all grants made under section 206 is limited to one-half mill on the assessment of the munici-

pality (s. 206(2)).

Indirect Aid

Various statutes contain provisions for aid to private school in an indirect manner.

Property tax exemption. Three avenues for obtaining relief from property taxation have been opened to private schools. The exemptions now existing were obtained through a Private Bill passed in the Legislature, through a ruling by the Local Authorities Board (later ratified by the Cabinet), or through the provisions of the Municipal Taxation Act. This Act exempts buildings and one-half acre of land in urban municipalities and buildings and four acres in rural municipalities, provided the property is used for religious education. The Local Authorities Board received the power to review tax exemptions on certain properties with the passage of the Municipal Tax Exemption Act in 1965. Many of the Private Acts were amended or repealed for the purpose of removing tax exemptions. Private schools affected by this change in legislation had the option of applying for tax free status through the Local Authorities Board.

Teachers' pensions. Private school authorities may make the benefits of the Teachers' Retirement Fund Act available to their academic staff (s. 25), but they must make a contribution (s. 27) to the fund if they elect to cover their staff. The provincial government guarantees the fund only for teachers in public schools. This leaves

public boards in the position of not having to contribute, while private school boards are faced with a substantial payment if they wish their teachers to participate in the plan. A separate accounting and actuarial record must be kept for contributions by private school boards and their teachers.

Supply of textbooks. Private schools are entitled to a 15% discount on textbooks ordered from the School Book Branch of the Department of Education. They are, however, not entitled to a further 25% discount on approved textbooks which is enjoyed by those divisions, counties and districts which participate in a textbook rental plan acceptable to the Department of Education (O.C. 935/57).

Students' assistance. Assistance in the form of scholarships, grants, or loans is available to students in publicly supported schools from the Queen Elizabeth Education Scholarship Fund. Such assistance is not available to any student in a private school, unless he is in a private commercial college, in which case a loan of up to \$1,000 may be granted. Since private commercial colleges do not follow the Alberta curriculum they are not included in this study. None of the private school students covered by this study would be considered eligible according to the Secretary of the Students Assistance Board (Telephone interview, November, 1969). The Board has interpreted the term 'publicly supported' as referring to public and

separate schools only, despite the fact that private schools are also publicly supported to the extent of \$100 per student (O.C. 864/68, III).

Teachers Qualifications

Minimum qualifications for teachers in private schools are basically the same as they have been in public school for many years. The same teaching certificates are required at the various grade levels but teachers who do not possess such certificates but have an academic background acceptable to the Department of Education, as described in Appendix L, may be granted permission to teach for two years. In public schools the superintendent may recommend a person for a letter of authority granting him the right to teach for one year. This letter of authority may be renewed. The two year period granted to a private school teacher must be used to complete the necessary courses at university to qualify him for a teaching certificate appropriate to the grade level(s) at which he is teaching. Letters of authority or approval are issued to private school teachers who qualify under the regulations set out in Appendix L.

Actual Extent of Public Financial Support

The actual practice with respect to both direct and indirect financial aid to private schools in Alberta is described below.

Direct Provincial Aid

Basic per pupil grant. This grant has been paid to private schools since April, 1967, at the rate of \$100 per qualifying full-time student per year. The payments for 1967 and 1968 are summarized in Tables 4 and 5.

The payment for highschool students is based on the number of credits for which the student is registered with 33 1/3 credits being required for the full grant.

Reading materials grant. A grant of \$2.00 per pupil for reading materials came into effect September 1, 1969. At the time of writing it is too early to assess the extent to which private schools utilize this grant.

Aid at the Local Level

Transportation. Some private school students are receiving the benefit of public school bus transportation, but in many cases there is insufficient overlap of attendance areas of the public and private schools to make such transportation available, or the schools are too widely separated geographically to permit an economic arrangement.

One example of relatively large-scale systematic transportation of private schools students on publicly owned vehicles is found in the County of Lacombe, where county busses transport the majority of students attending the Lacombe Christian School. The Lacombe Christian School Society arranged this transportation in negotiations with County School authorities and later presented a brief (October 25, 1968) to several cabinet ministers with the

TABLE 4

BASIC GRANT PAYMENTS TO PRIVATE SCHOOLS, 1967^a

Category of School (with number of schools in paren- theses)	Enrolments				Grants		
	Elementary and Jr. High		Senior High		Elementary and Jr. High (dollars)	Senior High (dollars)	Total Grant (dollars)
	Apr. 1967	Sept. 1967	Apr. 1967	Sept. 1967			
Parental Schools (6)	1,244	1,375	0	28	92,320	1,105	93,425
Parochial Schools							
Roman Catholic (4)	258	241	81	87	17,380	5,562	22,942
Hebrew (3)	582	564	0	0	40,020	0	40,020
S.D.A. Schools (6)	264	351	105	122	21,960	7,427	29,387
United Church (1)	0	0	448	571	0	28,957	28,957
Other (4)	91	121	162	161	7,570	10,506	18,076
Independent Schools (6)	400	436	b	95	27,830	7,800	35,630
All approved private schools in Alberta (30)	2,839	3,088	796 ^c	1,064	207,080	61,357	268,437

SOURCE: Statement of Grants paid to individual private schools, April - December, 1967, compiled by the Department of Education, Edmonton, Alberta.

^a The grant is based on \$70 per student for 1967 because only part of the grant was in effect for the calendar year.

^b The grant statement omits this information. ^c Total does not include students in independent schools.

TABLE 5

BASIC GRANT PAYMENTS TO PRIVATE SCHOOLS, 1968

Category of School (number of schools shown in parentheses)	Enrolments				Grants		
	Elementary and Jr. High		Senior High		Elementary and Jr. High (dollars)	Senior High (dollars)	Total Grant (dollars)
	Mar. 1968	Sept. 1968	Mar. 1968	Sept. 1968			
Parental Schools (7)	1,375	1,451	28	54	141,300	4,080	145,380
Parochial Schools							
Roman Catholic (4)	241	177	87	59	20,900	6,916 ^a	27,816
Hebrew Schools (3)	564	578	0	0	57,100	0	57,100
S.D.A. Schools (5)	319	332	122	106	32,550	10,674	43,224
United Church (1)	0	0	412	442	0	30,380	30,380
Other Schools (4)	121	120	161	153	12,050	14,479	26,529
Independent Schools (6)	413	454	118	103	43,350	10,586	53,936
All approved private schools in Alberta (30)	3,033	3,112	928	917	307,250	77,115	384,365

SOURCE: Statement of grants paid to individual schools, 1968, compiled by the Department of Education, Edmonton, Alberta.

^a Includes \$2,200 apparently erroneously reported under Elementary and Jr. High, because the school concerned has no enrolment below grade ten.

request that the public school authority be permitted to transport all rural school students and claim the foundation grant for public and private school students alike. The County of Lacombe is now claiming and receiving transportation payments for both its own students and those of the private school in the town which are bussed in from rural areas. The Lacombe Christian School Society operates one school bus in an outlying district for both its own students and public school students who attend the public Composite High School in Lacombe. The Society is reimbursed by the county for the students transported in this manner to the public school (Interview with Lacombe Christian School Official, November, 1969).

Tuition. The right of the public school boards to pay tuition fees for students attending private schools was seldom, if ever, used according to one departmental official who called s. 326 of the School Act, which defines this right, "practically dead", and not likely to be included in a new school act. The first draft of the New Act, published some months later, retained the tuition provisions and even expanded them, as noted earlier.

Municipal grants. The provincial departments of Education and Municipal Affairs do not maintain records of municipal grants paid to private schools and little can be said about the extent to which such grants are paid without a separate search of municipal documents and numerous corroborative interviews. No further attempt was

made to determine the actual practice with regard to these grants.

Indirect Aid

Property tax exemption. Private Acts granting tax exemptions to the following private schools remained in effect for the following schools after review by the Local Authorities Board in 1966:

Alberta College,
Baptist Training Institute (North American Baptist College),
Conference of S.D.A. Schools in six municipalities,
Camrose Lutheran College,
Calgary Hebrew School,
Canadian Union College,
Edmonton Society for Christian Education,
Holy Redeemer College,
I.L. Peretz School,
Prairie Bible Institute (two schools),
Salesian Junior High School,
Society for Christian Education, Lethbridge (Summary of Disposal of Tax Exemption Application, 1968, p. 8).

In addition to the above a number of schools were granted tax exemptions without the benefit of a Private Act. Applications were made to the Local Authorities Board and exemptions granted, after confirmation by the cabinet, for the following:

Calgary Society for Christian Education,
Edmonton Society for Christian Education,
Lutheran Church-Concordia College (O.C. 2423/67, Schedule B).

The Edmonton Society for Christian Education which operated four schools on three separate sites had part of its property exempt under a Private Act and the balance under order-in-council.

Teacher's pensions. Private schools which take advant-

age of the right to have their academic staff covered by the Teachers' Retirement Fund must make a contribution matching the teacher's contribution plus two percent. This amounts to 7% for that portion of salary not subject to Canada Pension Plan (CPP) contributions and 5 1/2% for the portion which is. Teachers contribute the same as public school teachers: 5% for that portion of salary not subject to CPP contributions and 3 1/2% for that portion of salary which is subject to CPP contributions.

Only four schools have taken advantage of these pension rights. One of these has since become public and one has ceased to offer the Alberta curriculum and both are no longer eligible as private schools. This leaves only two private schools, Alberta College and Camrose Lutheran College, still in the plan.

Textbooks. Private schools are treated the same as public schools in the matter of filling textbook orders in the School Book Branch of the Department of Education. They do not receive the extra 25% discount enjoyed by public schools which operate under a textbook rental plan approved by the Minister of Education.¹

Private school book orders were on a cash only basis

¹ Konrad (1961) erroneously reported that textbooks were available on the same basis to both private and public schools (p. 57) and that private schools could enter into a rental plan. He said that private schools have made no application for approval of a rental scheme (p. 58). In fact, private schools have been denied the rental plan privilege since the plan was introduced (O.C. 935/57).

until September 8, 1969, when those private schools which qualified for the \$100 grant per pupil were granted the 60-day credit privilege enjoyed by the public schools. During the 1968-69 school year some 24 private schools in Alberta used the services of the School Book Branch. (Interviews, December, 1968, November, 1969 and letter from the Branch dated December 30, 1968).

Students' assistance. As noted earlier, Students' Assistance Board personnel interpret the term 'publicly supported highschool' in such a way as to exclude students attending a private school, whether this school receives grants from the public treasury or not. Even in the case of adult students, where the regulations specify only that a student must attend an Alberta highschool, the Board has rejected applications on the grounds that these students did not attend a public highschool.

Supervisory services. The supervision of instruction in Alberta's private schools is the responsibility of the superintendents of schools appointed by the province. Supervision of private schools is essentially the same as for public schools. (Interview with Department official December, 1968).

Consultant services. Services of specialized departmental personnel are made available to private schools on a consulting basis in a manner similar to that for public schools. (Interview with Department official, December, 1968).

Health services. Provincial authorities are con-

cerned with the health of all school children. Medical examinations and immunization programs are provided by Health Units at the regional level to public and private schools alike. Prior to September 1969, films and other audiovisual materials were available to public and private schools on the same basis. Due to heavy demand this service was discontinued for all schools and now only pamphlets are available upon request by any school in Alberta. (Telephone interview with department employee, November, 1969).

Library services. The Department of Education provides an inspection service for school libraries on a four-year cycle, treating public and private schools on the same basis. Evaluation and consultation services, workshops and institutes are available to private schools on a somewhat more limited basis than to public schools. The Library Advisory Committee of the department has members representing Home and School, Alberta Teachers' Association, Alberta School Trustees' Association, Alberta School Inspectors' Association and School Librarians. Private schools have no representation on the Advisory Committee (Interview with Department official, December, 1968).

Audio-visual services. Public schools receive preference over private and Indian schools in film service. Officials estimate that public schools have a 50% chance of receiving the films they want, while private schools

may receive only one or two items out of every twenty-five requested. Sound tape service is available to private schools on a more equal basis but few such schools are using this service (Interview with Department official, December 1968).

Tests and measurements. Private schools are treated on the basis of absolute equality with public schools by the division of Tests and Measurements for the Department of Education. Confidential marks are submitted for grades 1-8, 10 and 11 by all schools. Students writing grade 9 or 12 exams are treated equally, regardless of the school attended. (Interview with Department official, December 1968).

Teachers' qualifications. Recognition for experience in private schools for teachers transferring to a public school is governed by the collective agreement between the A.T.A. and the public school concerned. Experience in private schools is generally equated with experience in public schools.

The Department of Education has issued Letters of Authority or Letters of Approval to non-certificated teachers in private schools who meet the alternative standards set out in Appendix L. Many teachers in private schools have high academic qualifications as indicated in Table 6 below. A number of Letters of Authority are issued to teachers who have degrees but who do not qualify for an Alberta certificate.

TABLE 6

ALBERTA PRIVATE SCHOOL TEACHERS' QUALIFICATIONS
1968-69

Class of Certificate/Letter		Number of teachers:
Professional Certificate		98
Standard S Certificate		31
Standard E Certificate		40
Junior E Certificate		33
Other Certificates		23
E & I Certificate	3	
High School Certificate	3	
First Class Certificate	6	
Standard E & S Certificate	7	
Second Class Certificate	4	
Letters of Authority		24
Letter of Approval		9
Undetermined		<u>5</u>
All certificates and letters		263

SOURCE: Letter from Registrar's Office, Department of Education, Edmonton, Alberta, April 14, 1969.

Summary

Since the study by Konrad (1961) practice with respect to public financial aid to private schools, both direct and indirect, has changed considerably. In 1966 no direct grants were available, but 30 of Alberta's 38 private schools operating in 1968-69 received the \$100 per pupil grant (see p. 102).

Private schools have been assisted at the local level through transportation of their students on public school busses and, in the case of at least one school (Lacombe Christian), the public treasury, in effect, pays the bill for this transportation cost.

Property tax exemptions are the rule for Alberta's private schools and teachers' pensions are available even if used by only two private schools by the fall of 1969. Little change had taken place in most other areas of public practice with respect to private schools. Inspection services and regulations governing minimum standards for private schools were upgraded somewhat and the Department of Education increased its control over teacher qualifications.

Introduction of the \$100 grant greatly increased the demand by the Department for information from those schools which applied for the grant. The grant encourages private schools to aim for higher standards by demanding higher minimum standards from the schools which receive the grant than from those which do not.

Enrolment and Financial Data

Requirements by the Department of Education for data from private schools have been much less than for public institutions. With the introduction of direct grants there is an increasing demand for more, and more accurate, information. Some of the data reported in the following pages suffer from inconsistency and inaccuracy in compilation for the documents consulted in this study. Corrections have been made where possible by consulting more reliable sources. In some cases corrections were estimated to prevent gross misrepresentation of data which were no longer available from original sources.

Private School Enrolments

The enrolments in Alberta's private schools since 1961-62 have been summarized in Table 7 in such a way as to recognize the major subcategories of private schools. Although the total enrolment in private schools has been fairly constant since 1961, the sub-categories show widely divergent patterns of enrolment figures. This is particularly evident in Figure 3 (p. 114) which graphically illustrates the enrolment patterns. With the exception of parental, United Church and Roman Catholic schools there is a reasonably constant enrolment. The sharp drop in United Church school enrolments is due mainly to the fact that Mount Royal College became a public junior college in 1966. A number of Roman Catholic schools have been

TABLE 7

SUMMARY OF ALBERTA PRIVATE SCHOOL ENROLMENTS
1961-62 to 1968-69

Enrolment in Alberta's Private Schools by School Categories								
School Year	Parental Schools	Hebrew Schools	R.C. Schools	S.D.A. Schools	United Church Schools	Other Parochial Schools	Independent Schools	Alberta Private Schools
1961-62	545	578	836	571	1,520 ^b	640	874 ^a	5,564
1962-63	608	578	825	544	1,351 ^b	547	835	5,288
1963-64	793	459	821	646	1,489 ^b	491	954	5,653
1964-65	942	706	979	636	1,598 ^b	485 ^c	997	6,343
1965-66	1,038	718	1,139	619	1,737 ^b	551	1,116	6,918
1966-67 ^d								
1967-68	1,541	790	524	650	752	357	934	5,548
1968-69 ^e	1,538	580	245	596	628	447	933	4,967

TABLE 7 (CONTINUED)

SUMMARY OF ALBERTA PRIVATE SCHOOL ENROLMENTS
1961-62 to 1968-69

SOURCE: Department of Education Annual Reports, 1962-1968 and principals returns for the study in this thesis for 1968-69.

- ^a Does not include 104 students in 'special' schools later excluded.
- ^b Enrolments for United Church schools have been revised because department figures reported combined enrolment of two semesters. Actual figures were obtained in some cases from the school, others were estimated.
- ^c Not including 25 students erroneously reported to be in Canadian Reformed school, which never opened its doors (see note p. 40).
- ^d No figures were published by the Department of Education for 1966-67.
- ^e All enrolments for 1968-69 were obtained from principals returns for this study. Figures may be lower than in previous year because evening students and others not on the Alberta curriculum were excluded from the count.

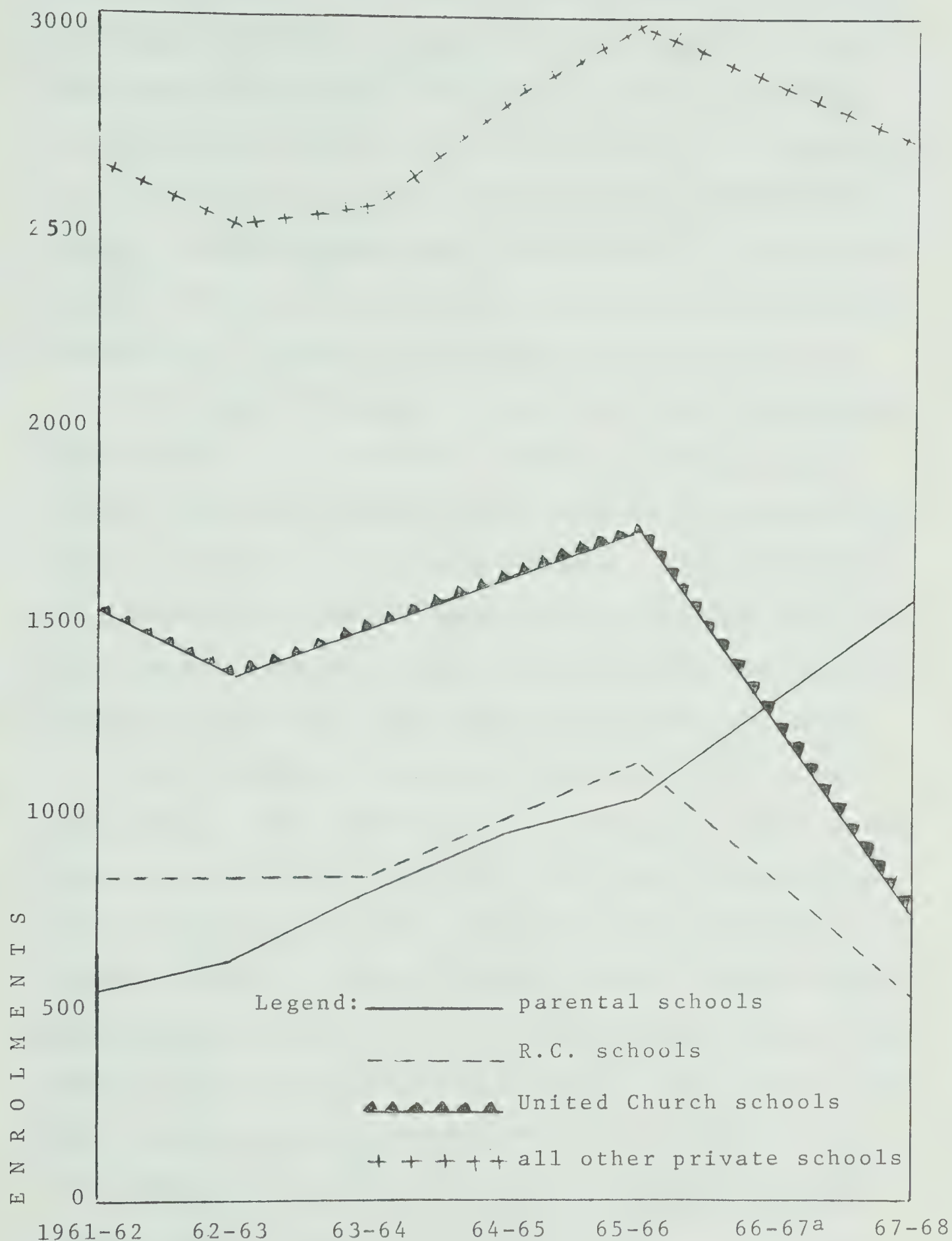


Fig. 3 Alberta School Enrolments in Parental schools, Roman Catholic schools, United Church schools and all other private schools between 1961-62 and 1967-68.

^a No figures were available for 1966-67.

incorporated into the separate school system, sharply reducing enrolments in that category. The sharp rise in enrolments in parental schools since 1961 can probably be explained by the fact that the majority of students in these schools come from families which immigrated to Canada from the Netherlands in the 1950's. It was only in the 1960's that large numbers of such families became financially capable of supporting private schools.

The year 1965 seems to have been the turning point in enrolments for all except parental private schools. Between 1961 and 1965 enrolments were on the increase in nearly all private schools in Alberta. After 1965 there was a general pattern of decreasing enrolments except in the parental schools. Table 8 compares the enrolments of private schools with both separate and public schools.

As is evident from Table 8 public schools were attracting a lower percentage of students in 1967-68 than they were in 1961-62. The loss was almost 4 percentage points. Separate schools gained 4 percentage points in the same period. Parental schools almost tripled their enrolments and more than doubled their percentage of the number of students in Alberta schools, from .17% to .38%. Other private schools maintained their enrolments at approximately 1 1/2% of the total to 1965-66 and then dropped sharply to an even 1% by 1967-68.

Private School Finances

A search of government files revealed that only a

TABLE 8

GRADE I-XII ENROLMENTS IN ALBERTA SCHOOL SYSTEMS, 1961-67

School Year	Public Schools		Separate Schools		Private Schools			All Schools in Alberta	
	Number of Students	% of total	Number of Students	% of total	Parental		Other	Number of Students	% of total
					Number of Students	% of total	Number of Students		
1961-62	273,815	86.04	38,869	12.21	545	.17	5,019	1.58	318,248
1962-63	283,342	85.41	43,115	13.00	608	.18	4,680	1.41	331,745
1963-64	292,027	84.53	47,783	13.83	793	.23	4,860	1.41	345,463
1964-65	303,622	83.71	52,749	14.54	942	.26	5,401	1.49	362,714
1965-66	311,076	82.94	57,060	15.22	1,036	.27	5,880	1.57	375,054
1966-67 ^a	318,591		61,302						
1967-68	328,183	82.20	65,536	16.42	1,541	.38	4,007	1.00	399,267

SOURCE: Annual Reports, Department of Education, 1962-68, with corrections as in Table 7.

^a No compilation of private school enrolments was published by the Department.

small number of schools had filed 1968-69 financial statements. Returns for 1967-68 were received from only 28 schools by November 1969. It was not possible to make a meaningful summary of the statements on file in tabular form for a number of reasons. The statements revealed four different fiscal years, virtually no uniformity of account classification in any area of either revenues or expenditures and a variety of enterprises not always easily distinguishable from Alberta curriculum type instruction.

Only a few general comments on the financial statements can be made. Nearly all statements showed a deficit for the 1967-68 fiscal year. Tuition fees, donations or church contributions, and government grants were the main sources of revenue for most schools. Government grants for most schools not operating residences and not active outside the Alberta curriculum (i.e., no school-related enterprise, etc.) amounted to between one-quarter and one-third of total revenues. It is evident that even at the \$100 level government aid is a significant factor in private school budgets. Tuition fees in many private schools are approximately double the amount of government grants.

CHAPTER 5

FINDINGS OF QUESTIONNAIRE RESPONSES

The responses to the questionnaire are reported under three main headings: Analysis of Returns, Financing of Private Education, and Roles of Parent, Church and State in Private Education.

Responses were assigned values ranging from 1 for 'strongly disagree' to 5 for 'strongly agree' and then summarized in tables showing mean values of responses for each category in the sample. The χ^2 test was used to determine significant differences in responses, omitting 'undecided' and non-responses. All 'positive' responses were compared with all 'negative' responses without assigning values to different categories of responses.

Analysis of Returns

A detailed record was kept of all questionnaires returned at each stage of the follow-up procedure. An attempt was made to determine the reasons for the 'blank' returns.

Questionnaires Returned

Table 9 summarizes the return of questionnaires and indicates a pattern of returns for each group in the sample (p. 119).

Return of blanks. A total of 16 questionnaires in-

TABLE 9

SUMMARY OF QUESTIONNAIRES RETURNED

Group	Sub-group	School	Number of questionnaires returned after			Questionnaires returned		
			first mailing	second request	subsequent request(s)	Total	Pos- sible	%
Members of the Legislature	Social Credit		14	1	11	26	55	47
		Opposition	4	1	3	8	10	80
Superintendents			20	12	8	40	40	100
Principals			15	11	10	36	38	95
Parents	Parental	Christian	15	15	7	37	42	88
		Parochial	5	3	2	10	23	43
	Hebrew	R.C.	2	3	1	6	8	75
		S.D.A.	8	2	6	16	19	84
	Other		10	5	3	18	30	60
			7	2	1	10	21	48
	Independent							
All parents	Saturday Schools		4	1	2	7	9	78
			51	31	22	104	152	68
Grand Total			104	56	54	214	295	73

cluded in Table 9 were returned without any answers. None of the superintendents and the principals returned 'blanks', but MLA's returned 7 (6 S.C. and 1 opposition), and parents returned 9 (3 parental, 5 parochial and 1 independent). The reasons given for returning but not completing the questionnaire differed significantly between the two groups. MLA's objected to possible identification of replies with individual respondents and the possibility of the results being put to some unannounced use. Parents generally reported the questions as being too difficult or time-consuming. One parent, who had a son in a private school "because of a more challenging curriculum", claimed not to be qualified to answer questions because he also had children in public school and because he was "not a private school supporter". Another 'parent' was an adult student who gave student status as a reason for not completing the instrument.

As noted earlier (p. 120) the reasons given for not returning a questionnaire at all were very similar to those reported above. An examination of comments on partially completed questionnaires again revealed much the same reasons for failure to answer a question.

Financing Private Education in Alberta

Basic Method of Financing

The responses to question 1, dealing with the division of financial responsibility between private school supporters

and the public at large, are summarized in Table 10 (p. 122).

Members of the Legislature and superintendents in the sample were generally in favour of the status quo (with most private schools receiving the \$100 grant) or opposed to any public financial aid whatever. Only Roman Catholics among superintendents favoured substantial increases in grants.

The main reasons for opposing aid to private schools as given by school superintendents and MLA's were:

- (1) Public schools are adequate
- (2) Private schools are divisive
- (3) Fear of fragmentation, and/or
- (4) Increase in costs.

The MLA's and superintendents favouring grant increases stressed:

- (1) Parental rights
- (2) Private schools should remain as alternative to public schools
- (3) Public schools are relieved of certain costs, and
- (4) Equal opportunity for all students.

Principals and parents generally favoured increased grants and added the following reasons to those given by other groups in the sample:

- (1) Equal rights in a pluralistic society
- (2) The desirability of competition between school systems, and
- (3) The benefits society derives from having private schools.

The main reason advanced by both parents and principals was the right of parents to control the kind of education their children shall receive.

The responses to question 1 were summarized for a

TABLE 10

SUMMARY OF RESPONSES TO THE QUESTION OF THE METHOD OF FINANCING PRIVATE SCHOOLS

Method of financing Private Schools (Question 1)	Members of the Legislature	Superin- tendents	Principals of Private Schools	Parents of Private School Students	Total Num- ber	%
Entirely by parents and/or sponsors (a)	3	20	4	19	46	21.5
Mostly by parents, but some public funds (b)	13	9	8	21	51	23.8
Public funds for 75% of operating costs (c)	3	1	7	10	21	9.8
Full foundation program payments, balance by parents (d)	5	6	7	13	31	14.5
Same as the public schools (e)	2	3	7	30	42	19.7
Various other methods (f)	0	1	3	1	5	2.3
No response	<u>8</u>	<u>0</u>	<u>0</u>	<u>10</u>	<u>18</u>	<u>8.4</u>
Totals	34	40	36	104	214	100.0

comparison between MLA's and superintendents on the one hand and principals and parents on the other. The results are shown in Table 11 (p. 124).

The calculation of χ^2 indicated a significant difference between the two groups at the .001 level on the matter of increasing or not increasing government aid to private schools.

The parents were very much divided on the issue of finance with parental school parents, almost without exception, favouring more grants. Parents who sent their children to private schools, other than parental schools, were divided on this issue with a majority opposing grant increases. A comparison of the two groups is shown in Table 12.

Some parents who stressed parental rights and more government aid wanted less than full equality because they feared that parental control would be endangered if the province fully supported private schools.

There was considerable agreement in all sub-groups among those respondents who favoured increased grants but little among those who were opposed. Principals and parents who opposed grants indicated fear of government control as the main reason. MLA's and superintendents indicated outright opposition to private schools or at least a strong attachment to the public system.

Capital Grants

Respondents who favoured capital grants for private

TABLE 11
COMPARISON OF RESPONSES ON THE METHOD OF FINANCING
PRIVATE SCHOOLS

Category of respondent	Responses in favour of either status quo or reduced grants	Responses in favour of increased grants	Total Responses
MLA's and superintendents	45	21	66
Principals and parents	52	78	130
Total	97	99	196

N = 196 (18 returns were not marked by respondents),
 $\chi^2 = 13.91$, df = 1, $P < .001$.

TABLE 12

COMPARISON OF POSITIVE AND NEGATIVE RESPONSES TO QUESTIONS ABOUT FINANCING OF PRIVATE SCHOOLS AND CAPITAL AND OPERATIONAL GRANTS FROM THE PROVINCIAL TREASURY

Questionnaire Item	Groups compared	Positive Responses ^a	Negative Responses ^a	Value of χ^2	Level of significance
1. Financing method (more grants v. status quo or less)	MLA's and superintendents and principals and parents	21	45	13.91	.001
	parental parents and all other parents	78	52		
		34	2	32.67	.001
		20	38		
4. Capital grants	MLA's and superintendents and principals and parents	66	103	8.53	.01
	parental parents and all other parents	182	163		
		87	15	70.73	.001
		48	104		
5. Operational grants	MLA's and superintendents and principals and parents	72	142	15.40	.001
	parental parents and all other parents	194	192		
		30	2	25.95	.001
		19	32		

^a All 'undecided' and non-responses were omitted.

schools gave many of the same reasons as were given in question 1. Some additional reasons for grants were given by individual respondents as:

- (1) Private schools must not become second-class institutions.
- (2) Private schools provide an escape from 'disastrous mass education'
- (3) Every school should have the best environment and equipment
- (4) Private schools should be treated equally with separate schools.

Opposition to capital grants was strongest among superintendents, who felt that small schools should not be encouraged and that capital grants to private schools would lead to a duplication of services. Principals opposed capital grants on several grounds, including the question of ownership of real estate and particularly the fear of government control. One principal opposed grants because he wanted full equality with public schools. Parents expressed concern about government control and the possible loss of the distinctive character of private schools. Some parents interpreted the question as grants in addition to Foundation Program payments and opposed capital grants on the grounds that "no such grants are available to public schools".

The responses were summarized for both capital and operational grants in Tables 12 and 13, to facilitate comparison between responses to both types of grants. Parental parents and the other parents differed sharply, with the

TABLE 13

MEAN VALUES OF RESPONSES TO THE QUESTION OF PROVISION OF PROVINCIAL GRANTS TO PRIVATE SCHOOLS

Questionnaire Item	Mean of responses ^a of			
	MLA's	Superintendents	Principals	Parents
4a. Grant for school buildings and equipment	3.27	2.23	3.06	3.16
4b. Grant for instructional equipment	3.54	2.38	3.31	3.24
4c. Grant for purchase of school busses	3.31	2.20	3.06	3.21
5a. Grant for teachers' salaries	3.17	2.60	3.28	3.42
5b. Grant for pupil transportation	3.22	2.55	3.56	3.44
5c. Grant for dormitory operation	2.68	2.05	2.56	2.63
5d. Grant for other operating costs	2.81	2.27	3.17	2.81

^a Value of responses: Strongly disagree = 1
disagree = 2
undecided = 3
agree = 4
strongly agree = 5

former favouring capital grant increases. This result is consistent with the findings in question one.

Operational Grants

Opposition to operational grants was rather strong amongst MLA's and superintendents (142 in favour, 72 against) while principals and parents were almost evenly divided on the desirability of operational grants for private schools.

Within the group of parents there was an even greater difference of opinion with the parental group strongly favouring operational grants (30 in favour, 2 opposed).

Principals and parents associated with parental, Roman Catholic and Hebrew schools strongly favoured teacher salary grants while other parents were generally opposed to such grants. Differences between these same groups were also quite strong with respect to transportation grants, with the latter group of parents opposed. There was a greater measure of agreement among the various groups in the matter of dormitory grants. However, parents associated with parochial and independent schools showed stronger opposition than the other parents.

Grants for other operational purposes were favoured by a minority in each group. Suggestions covered nearly every item in a school budget. One parent wrote: "...virtually everything (should be included) because these benefits accrue to public schools".

The responses to the question about operational grants were summarized and presented in Tables 12 and 13.

Grants and Enrolments

The anticipated effect of grants (covering 50% or more of private school revenues) on private school enrolments, as compared to those of public schools, was estimated by respondents in their answers to question 10. The responses to this question are summarized in Table 14. Parents answered a further question dealing with the same issue and so did principals. Question 15 asked these two groups to indicate if they knew any people who would transfer their children to a private school if public support were 50-75% of revenues. Many reasons were given both for optimistic and pessimistic estimates of the effect of higher grants on enrolments. Many parents indicated they felt tuition fees at their present level prevent many parents from sending their children to a private school. Others felt that parents who lack the conviction to send their children when tuition fees are high are not likely to change their mind if grants should cover 50% or more of school revenues. Several Seventh Day Adventist (SDA) parents reported that their schools accepted every student of the SDA community whose parents wished him to be in an SDA school. Such parents could not see any increases in enrolment resulting from additional grants. A calculation of χ^2 in comparing positive and negative responses of MLA's and superintendents with responses of principals and parents for question 10 yielded no significant differences at the .01 level.

TABLE 14

MEAN VALUES OF RESPONSES TO QUESTIONS ABOUT GRANTS AND ENROLMENTS

Questionnaire Item	Mean value of responses ^a of					
	MLA's	Superin- tendents	Princi- pals	Parental, R.C., He- brew and Saturday parents	Other parents	All parents
10. Private schools would have greater percentage increase in enrolments than public schools if 50% or more of income came from public sources	2.75	3.13	3.00			3.27
13. Private schools should take advantage of public financial support if it were available at 50-75% of revenues			3.80	4.53	2.68	3.82
14. Private schools would take advantage of public financial support if it were available at 50-75% of revenues			3.97	4.39	2.94	3.78
15. If financial support as in item 13 above were available a number of people I know would transfer their child (ren) to a private school			3.56			3.55

^a Value of responses: Strongly disagree = 1
disagree = 2
undecided = 3
agree = 4
strongly agree = 5

Public Support and Private School Responses

Private school should accept grant. Question 13 asked respondents to indicate whether they felt their private school should accept grants. Responses of principals and parents are summarized in Table 14. Need for funds, equal rights, improved learning conditions and "justice" were advanced as reasons to claim grants. Opposition to accepting grants was mostly based on the fear of government control and the danger of a decrease in parental involvement in school matters. Parents associated with parental, Roman Catholic, Hebrew and Saturday Schools strongly favoured acceptance of grants by their private schools, but other parents were mostly opposed or undecided.

Private school would accept grant. Question 14 asked respondents whether their private school would accept grants at the 50-75% level. The comments on the questionnaire were much the same as those for question 13. The responses of principals and parents to question 14 are summarized in Table 14. The difference of opinion within the group of parents is similar to that in question 13 with parental, Roman Catholic, Hebrew and Saturday School parents indicating generally that their schools would accept government grants at the 50-75% level.

Estimate of Effect of Grants on Enrolments, 1969-72

Principals and parents estimated the percentage increase in enrolments for a three year period under two different sets of conditions. The first estimate as summa-

TABLE 15

ENROLMENT INCREASES IN PRIVATE SCHOOLS FOR 1969-1972,
AS ESTIMATED BY PRIVATE SCHOOL PRINCIPALS AND PARENTS^a

Category of respondent (N)	Size of government grant	No reply	Estimated Percentage Increase in Enrolment					Average Percentage Increase
			Less than 5%	5-14%	15-45%	50-65%	75-500%	
Parental principals	\$100 per student 50-75% of costs	1	1	5	1	0	0	11.4
		0	1	2	3	1	1	77.1
Other principals (28)	\$100 per student 50-75% of costs	14	8	3	2	0	1	12.3
		14	4	2	4	2	2	52.5
Parental parents (37)	\$100 per student 50-75% of costs	16	3	7	9	2	0	15.7
		13	0	3	10	5	6	52.8
Other parents (67)	\$100 per student 50-75% of costs	52	6	5	3	1	0	7.7
		47	2	6	7	3	2	29.0

^a Summary of responses to question 16.

rized in Table 15 (p. 132) represents the increase in enrolments expected by respondents for their private school if the grant of \$100 per pupil should remain unchanged. The second estimate is based on a hypothetical situation where government grants would be the equivalent of 50-75% of costs (Question 16).

Parents in the parental group estimated increases in enrolments for their schools considerably higher than other parents for their schools. Principals of parental schools also estimated enrolments higher than other principals if grants covered 50-75% of costs but not if grants remained at \$100. (cf. Table 7 and Figure 3 for a relationship between these estimates and enrolment patterns since 1961).

There were a few very high estimates (up to 500%) which were related to very small schools.

Indirect Public Financial Support of Private Schools

Various government services available to public schools were also made available to private schools and constituted indirect support, at least in some cases, to private education. This type of support and exemption from taxation of school property were the two forms of indirect support considered in the questionnaire.

Tax Exemption. Both parents and principals expressed themselves quite strongly in favour of tax exemption for private, non-profit schools on the school site and buildings. Only 4% of the parents and not a single principal

opposed such tax exemptions, while 84% of parents and 95% of principals approved of such tax exemptions. The rest were undecided or did not answer the question. Only one MLA opposed tax exemption, but nine did not reply or were undecided. The only significant opposition to tax exemption for private school properties came from the superintendents. The percentage of this group in favour of tax exemption, opposed and undecided was 60%, 27 1/2% and 12 1/2% respectively. Most of the reasons given, both for and against, were similar to the reasons given in answering the question of basic financing of private schools. Some opposition to tax exemption is accounted for by the fact that some superintendents felt that, given full financial equality (choice (e) in question 1) private school property should be taxed. The responses to question 2 are summarized in Table 16.

Provincial services to private schools. The vast majority of respondents felt that at least the first eight services listed in question 3 should be made available to private schools on the same basis as to public schools.

Reasons given were:

- (1) Maintenance of standards
- (2) Ensuring a chance of equal competition
- (3) Benefits to society, and
- (4) All taxpayers entitled to equal treatment.

Standards were the principal concern of superintendents while parents tended to stress benefits to society and taxpayer entitlement to equal treatment.

Opposition to provincial services to private schools among parents was based mainly on the fear of government

TABLE 16
MEAN VALUES OF RESPONSES TO THE QUESTION OF TAX
EXEMPTION ON PRIVATE SCHOOL SITES AND BUILDINGS

Questionnaire Item	Mean of responses ^a of			
	MLA's	Superintendents	Principals	Parents
2. Private, non-profit schools should be tax exempt on school sites and buildings	4.15	3.40	4.61	4.42

^a Value of responses: Strongly disagree = 1
disagree = 2
undecided = 3
agree = 4
strongly agree = 5

control over private schools which might result. Some parents in the parental parent group took exception to provincial services in the areas of libraries, textbooks, audio-visual aids and tests and measurements because they felt these services would impede the development of a Christian curriculum. Respondents were not as strongly in favour of bus service for private school students on existing public school bus routes. A majority of superintendents was actually opposed. Objections given were as follows:

- (1) Interference with the public school
- (2) Friction on school busses (discipline), and
- (3) Fear of extra costs.

A few parents opposed the school bus service on the grounds that it would "spoil healthy competition".

Teachers' pensions (part j), without special board contributions, received strong support from superintendents. However, at least one superintendent erroneously thought that public school boards now pay towards teachers' pension funds. Some opposition to teachers pensions without board contributions came from principals and parents who indicated they were satisfied with pension arrangements outside the Teachers' Retirement Fund (TRF). Some superintendents qualified their support by insisting that teachers be or become ATA (Alberta Teachers' Association) members if they want to enjoy pension rights. Some parents opposed ATA-TRF related pensions on the grounds that they feared the 'unionism' of the ATA. Table 17 was constructed to compare

TABLE 17

MEAN VALUES OF RESPONSES TO THE QUESTION OF PROVIDING GOVERNMENT SERVICES
TO PRIVATE SCHOOLS ON THE SAME BASIS AS TO PUBLIC SCHOOLS

Questionnaire Item: Government service in the area of...	Mean of responses ^a of			
	MLA's	Superintendents	Principals	Parents
3a. provincial inspection	4.23	4.55	4.19	4.44
3b. consultative services	3.80	4.18	4.00	3.97
3c. provincial health services	3.93	4.38	4.44	4.45
3d. provincial library services	3.88	4.03	4.22	4.02
3e. regional library services	3.88	4.00	4.20	4.14
3f. tests and measurements service	3.96	4.23	4.25	4.20
3g. film and audio-visual services	3.96	3.95	4.42	4.16
3h. textbooks at same discount	4.11	4.15	4.44	4.26
3i. school bus service on existing routes	3.58	3.05	3.94	3.83
3j. teacher pensions (no board payments)	3.52	3.63	3.29	3.62

^a Value of responses: Strongly disagree = 1 agree = 4
disagree = 2 strongly agree = 5
undecided = 3

mean values of responses of the four main groups in the sample. For a further discussion of the control aspects of government services the reader is referred to the discussion of the role of the state in private education (p. 149).

Roles of Parent, Church and State in Private Education

Respondents were asked one basic question about the respective roles of parent, church and state in the control of education. A number of questions dealt with certain aspects of parental functions and others with state functions in private education. The responses to these questions are reported next under the following headings: the locus of control, the role of the parent and the role of the state.

The Locus of Control

Respondents generally agreed with the basic assumption advanced in question 7 that parent, church and state all should have some measure of control over a child's education. Those who opposed the assumption did so usually on the grounds that they objected to the church having even third place in the matter of control, or on the grounds that there should be only one controlling agent, the parent or, in some cases, the state. Table 18 shows the mean values of responses to this question for the four main groups in the sample.

TABLE 18

MEAN VALUES OF RESPONSES TO THE ASSUMPTION THAT CHURCH, PARENT
AND STATE SHOULD EACH HAVE SOME MEASURE OF CONTROL OVER A
CHILD'S FORMAL (SCHOOL) EDUCATION

Questionnaire Item	Mean of responses ^a of			
	MLA's	Superintendents	Principals	Parents
7. Do you agree with the assumption that church, parent and state (province) each should have some measure of control over a child's formal (school) education?	3.87	3.00	3.83	3.67

^a Value of responses: Strongly disagree = 1
disagree = 2
undecided = 3
agree = 4
strongly agree = 5

Some 14 respondents who rejected the assumption made in question 7 still answered the second part of the question indicating the rank order of control.

The parent was the first choice in all categories except that of the superintendents who were evenly divided between parent and state as the first agent of control in a child's education. Respondents indicating parents as first choice generally felt that parents should have a prior right in the education of their children and that the state has a function in the area of standards and may act 'in loco parentis' if the parent forsakes his duty. The state was the first choice of nearly all the remainder of respondents who made a choice. Only four chose the church, three indicated there was no first choice and one parent chose 'limited curriculum control' (sic!). Table 19 summarizes the three choices of control agents in the order of their importance for each of the groups in the study.

The state was second choice in every category except that of the superintendents where parents were second choice. The next most frequent second choice was the church in principal and parent categories and the parent in the MLA category. The church was the third choice in all categories except that of the parents. Reluctance to accept the church as a control agency in a child's education is indicated by the ranking of the church as third as well as by the many replies indicating the respondent did not

TABLE 19

CONTROL AGENCIES IN A CHILD'S FORMAL EDUCATION IN THE ORDER OF THEIR IMPORTANCE
AS SEEN BY RESPONDENTS IN THE STUDY

Category of respondent and choice	Parent	State	Church	Other	No first choice	No second choice	No third choice	No reply	Total
MLA's									
(first choice)	15	6	0	0	0			13	34
Superintendents									
(first choice)	19 2 ^a	19	0	0	0			0	40
Principals									
(first choice)	30	4	2	0	0			0	36
Parents									
(first choice)	68	17	2	1	3			13	104
MLA's									
(second choice)	6	10	2	1		0		15	34
Superintendents									
(second choice)	19 2 ^a	15	2	1		1		0	40
Principals									
(second choice)	5	15	12	3		1		0	36
Parents									
(second choice)	18	35	32	3		2		14	104
MLA's									
(third choice)	0	1	16	1			2	14	34
Superintendents									
(third choice)	0	2	26	0			12	0	40
Principals									
(third choice)	0	15	18	0			2	1	36
Parents									
(third choice)	1	30	41	1			19	12	104

^a Two superintendents chose parent and state jointly.

want to make a third choice at all. Two MLA's, 12 superintendents, 2 principals and 19 parents indicated they did not wish to make a third choice and 34 additional respondents out of a total of 214 did not indicate a preference.

Role of the Parent

Parental freedom and school finance. In question 6 respondents were asked to indicate whether they felt parental freedom in educational choice was unduly restricted if parents paid public school taxes as well as certain percentages of private school costs. This question was based on the assumption that parents selected a private school for their children on the basis of moral or religious considerations rather than on the basis of social status.

The number of respondents who failed to answer the question, or parts of it, or who indicated 'undecided' as an answer, was very high. Many respondents answered only one of the four sub-questions. Many other respondents indicated they did not accept the assumption in the question, and they did not answer any of the four sub-questions. Table 20 summarizes the responses to the question in the form of mean values of responses.

Reasons given by respondents for supporting the statements in question 6 were:

- (1) Double taxation is unjust
- (2) There should be no penalty for people adhering to a religious principle underlying an educational program, and
- (3) There should be no economic discrimination, preventing the poor from attending private schools.

TABLE 20
MEAN VALUES OF RESPONSES TO THE QUESTION WHETHER PARENTAL FREEDOM
IS UNJUSTLY RESTRICTED IF PARENTS MUST PAY PUBLIC SCHOOL TAXES
IN ADDITION TO PRIVATE SCHOOL COSTS

Questionnaire Item	Mean of responses ^a of		
	MLA's	Superintendents	Principals Parents
6a. Freedom unjustly restricted if parents pay 75-100% of private school costs in addition to public school taxes	3.59	2.55	4.04 3.55
6b. Freedom unjustly restricted if parents pay 50-75% of private school costs in addition to public school taxes	3.50	2.39	3.68 3.29
6c. Freedom unjustly restricted if parents pay 25-50% of private school costs in addition to public school taxes	3.15	2.47	2.81 2.91
6d. Freedom unjustly restricted if parents pay anything extra for having their child(ren) in a private school	2.86	2.24	2.52 2.73

^a Value of responses: Strongly disagree = 1
disagree = 2
undecided = 3
agree = 4
strongly agree = 5

Those respondents who felt parental freedom was not unjustly restricted advanced the following reasons for their position:

- (1) Danger of loss of parent interest in child's education
- (2) Public schools do not restrict freedom
- (3) The question is irrelevant because taxes are not based on the number of children a taxpayer has in school
- (4) Each parent should sacrifice something for an extra service, and Christian parents must make sizeable contributions to the education of their children.

Parental reasons for sending children to private schools. Question 17 asked parents to state their reason(s) for sending their child(ren) to a private school and, if they had more than one reason, to rank-order them. Responses were summarized in Table 21 (p. 145). Some respondents imposed conditions on the choices made. One parent wrote that philosophy of education was the only reason and that it must be a Christian philosophy. The same parent considered all other reasons as holding no water and "worthless to comment on". Some respondents said that there was only one reason for sending a child to a private school and then they proceeded to assign a rank order to three or more reasons.

Some parents objected to the listing of certain reasons as alternatives because they were strongly opposed to one or more such alternative answers. The alternative most often objected to was "the need to keep the child away from

TABLE 21

MAIN REASON PARENTS INDICATED FOR SENDING THEIR CHILDREN TO PRIVATE SCHOOLS

Category of respondent	Need for religious education	Philosophy of education	Moral atmosphere	Superior teaching	Superior curriculum	Discipline and supervision	Language	Other	No reply	Total
Parental	7	26 ^a	0	0	0	0	0	1 ^b	3	37
Parochial (Prot.)	3	15	3	3	1	2 ^c	0	1 ^b	6	34
R.C. and Hebrew	5	2	1	2	1	1	2	0	2	16
Independent	1	2	3	3	0	1	0	0	0	10
Saturday Schools	0	1	0	1	0	0	4 ^d	0	1	7
All parents	16	46	7	9	2	4	6	2	12	104

^a Seven parents stipulated this as the only choice, not just a first choice.

^b Two respondents listed all alternatives as choice or reason No. 1.

^c Two parents specified discipline as the only reason.

^d Four parents specified language as the only reason.

all influences contrary to our own".

From the Table (No. 21, p. 145) it is apparent that the need for teaching all subjects in the curriculum from a particular philosophical or religious position was the main reason why parents sent their children to private schools. All other reasons combined were chosen by 46 parents, the same number as chose the philosophical position.

The second reason given by parents for sending children to a private school in the order of frequency was moral atmosphere (19), religious education (15), discipline and study supervision (12), philosophy (11), and all other reasons a total of 19. The number of 'no replies' rose to 28 and included parents who earlier indicated they had only one reason for choosing a private school.

The third reason parents gave, in order of frequency, was: Moral atmosphere (21), discipline and study supervision (13), religious education (11), philosophy (5), with other reasons a total of 13 and 41 'no replies'.

Religious classification of parents. The first part of question 18 asked parents to specify their religious affiliation by the exact name of their church. Table 22 (p. 147) shows the religious group to which parents belonged as well as the type of the school their children attended.

Income classification of parents. The second part of question 18 asked parents to indicate their income as being in one of three categories. The responses are summarized in Table 23.

TABLE 22

CLASSIFICATION OF PARENTS BY RELIGIOUS AFFILIATION AND BY
PRIVATE SCHOOL CATEGORY

Religious Affiliation of parents	Parents classified by school category:			
	Parental	Parochial	Independent	Saturday Total
Agnostic	0	0	0	1
Alliance Church	0	1	0	1
Anglican	0	3	0	3
Baptist and Southern Baptist	1	0	2	0
Bridge to Freedom Inc.	0	0	1	0
Canadian Reformed	4	0	0	0
Christian Reformed	30	0	0	0
Evangelical Free Church	0	1	1	0
Hebrew	0	8	0	0
Independent Fundamenta- list Churches	0	0	1	0
Jewish Atheist	0	1	0	0
Lutheran	0	4	0	2
Prairie Tabernacle				
Congregation	0	0	2	0
Roman Catholic	0	1	1	2
Seventh Day Adventist	0	15	0	0
Unfarran Universalist	0	0	1	0
Unitarian	0	0	0	1
United Church	0	3	1	0
No Reply	2	13	0	1
Totals	37	50	10	7
				104

TABLE 23

INCOME CLASSIFICATION OF PARENTS BY PRIVATE
SCHOOL CATEGORY

School Category	Income below \$6,000	Income from \$6,000 to \$10,000	Income over \$10,000	No reply	Total
Parental	8	22	5	2	37
Parochial	8	14	15	13	50
Independent	5	2	3	0	10
Saturday	0	2	5	0	7
All private schools	21	40	28	15	104

The response of parents with children in full-time day schools (excluding Saturday schools) was 82 out of a possible 97 or nearly 85%. Of these, 26% reported incomes below \$6,000, 46% incomes between \$6,000 and \$10,000, and 28% incomes in excess of \$10,000.

Role of the State

The role of the state is discussed under the following headings: Provincial services, provincial control, does control follow support, should the state permit competition, and a single school system.

Provincial services to private schools. The responses to question 3 were reported under the section on the financing of private education in Table 17 in view of the indirect financial assistance aspect of these services. But, as many respondents were anxious to point out, they also have control aspects. One principal, objecting to the present school system, reacted to the question on government services as follows.

Actually the public school should be the exception. Public education takes over where parents refuse to see their duty re: education and, therefore, public education to me should be the exception rather than the rule.

A number of parents felt that the province should supply textbooks to private schools but they were concerned at the same time that such textbooks might be in opposition to the educational philosophy of the school. One parent, approving of teacher participation in a TRF pension fund, was concerned that government instituted "compulsory

unionism" might be extended from the public to the private school teachers by means of a pension fund associated with the ATA.

All groups in the study indicated strong agreement with the control of minimum standards in private schools through some of the government services listed in question 3, but some SDA parents were concerned that even inspection might lead to government control of a kind which would interfere with the philosophy of the school. One Saturday school parent felt that no government services of any kind should be made available to private schools because the taxpayer should not be supporting such schools in any way.

Provincial control over private schools. Question 8 asked respondents to indicate their views on government control in certain areas under two different conditions: when private schools are tax-supported and when they are not tax-supported. Question 8 and question 3 were seeking similar information, except that in question 3 respondents were asked to look at the items concerned as services rather than control instruments.

The responses to question 8 were summarized in Table 24 for each of the four groups in the study with tax-supported and non-tax-supported situations for each group in a single table to facilitate comparisons.

The responses for each item in question 8 were checked for significant differences by a calculation of χ^2 . The positive responses were compared with the negative under

TABLE 24

MEAN VALUES OF RESPONSES TO THE QUESTION OF PROVINCIAL CONTROLS OVER
PRIVATE SCHOOLS IN THE SAME WAY AS PUBLIC SCHOOLS

Questionnaire Item 8 (aspect of control)	Mean of responses ^a of											
	MLA's			Superintendents			Principals			Parents		
	school tax suppor- ted	school not tax suppor- ted	school tax suppor- ted	school not tax suppor- ted	school not tax suppor- ted	school tax suppor- ted	school not tax suppor- ted	school tax suppor- ted	school not tax suppor- ted	school tax suppor- ted	school not tax suppor- ted	school not tax suppor- ted
8a. Inspection and supervision	4.20	3.58	4.72	4.42	4.23	3.85	4.31	3.61				
8b. Minimum standards for teachers	4.37	3.58	4.70	4.38	4.11	3.86	4.19	3.80				
8c. Hiring of teachers	3.77	2.67	4.21	3.32	2.59	1.59	2.87	1.91				
8d. Religious instruction	3.12	2.00	3.81	2.89	1.76	1.44	2.36	1.77				
8e. Teaching aids and textbooks	3.82	2.84	4.43	3.58	3.60	2.91	3.79	3.33				
8f. Finance (spending controls)	3.82	1.89	4.16	2.34	3.12	1.47	3.69	2.02				
8g. Educational philosophy of school	3.24	2.33	3.78	2.75	1.88	1.35	2.58	1.88				
8h. Minimum academic standards	4.22	3.50	4.70	4.49	4.40	4.09	4.23	4.13				
8i. Min. standards for physical plant	3.89	3.06	4.75	4.11	4.24	3.71	4.09	3.64				
8j. Reporting academic information	4.00	3.44	4.62	4.11	4.32	3.79	4.18	3.97				
8k. Annual financial reports	4.18	2.83	4.49	2.78	4.06	2.21	4.11	2.73				

^a Value of responses: Strongly disagree = 1, disagree = 2, undecided = 3, agree = 4, and strongly agree = 5.

the conditions of tax support v. non-tax support. The results of these calculations are shown in Table 25 (p. 153). Non-responses and 'undecided' responses were not included in the calculations.

A further test of significance was made of question 8 as a whole comparing responses by MLA's and superintendents with those of the principals and parents. Responses were grouped as positive and negative. Under tax support conditions the value of χ^2 was not significant at the .01 level. The same calculation under conditions of no tax support for private schools yielded a value of χ^2 of 11.34 (significant at .001 level, where χ^2 is 10.83 or more with df=1). This indicates considerably more agreement among respondents on the matter of government controls under conditions of tax support for private schools than under conditions of no tax support.

An examination of each item in question 8, as reported in Table 25, showed that, for respondents as one group, differences under tax support conditions v. no tax support conditions were significant at the .001 level for all items, except inspection and supervision (no significant difference) and minimum academic standards (.01 level significance). The greatest shift in opinion of respondents from tax support to no tax support conditions (or vice versa) occurred in the items of finance or spending controls and annual financial reports.

All four groups in the study tended to support the following five provincial controls under both tax support

TABLE 25

COMPARISON OF RESPONSES OF ALL GROUPS IN THE STUDY TO THE QUESTION OF PROVINCIAL CONTROL OVER PRIVATE SCHOOLS IN THE SAME WAY AS PUBLIC SCHOOLS UNDER CONDITIONS OF TAX SUPPORT FOR PRIVATE SCHOOLS V. NON-TAX SUPPORT FOR SUCH SCHOOLS.^a

Questionnaire Item 8	Responses under tax support conditions		Responses Under non- tax support conditions		Value of χ^2 (df=1)	Level of signifi- cance
	Pos.	Neg.	Pos.	Neg.		
a. Inspection and supervision	156	16	143	24	2.09	.20
b. Minimum standards for teachers	162	9	142	29	11.84	.001
c. Hiring of teachers	94	66	39	122	39.42	.001
d. Religious instruction	57	91	23	134	22.42	.001
e. Teaching aids & textbooks	136	22	99	59	22.73	.001
f. Finance (spending controls)	122	32	23	135	131.09	.001
g. Educational philosophy	66	82	24	127	29.26	.001
h. Min. academic standards	164	4	152	17	8.50	.01
i. Min. standards (school plant)	157	7	120	34	22.43	.001
j. Reporting academic information	165	4	136	21	13.93	.001
k. Annual financial reports	158	8	61	97	118.27	.001

^a Some respondents answered only one part of each question, either the tax support side or the non-tax support side. This accounts for differences between the total number of responses under each item for the two sets of conditions.

and no tax support conditions.

- (1) Inspection and supervision (item a)
- (2) Minimum standards for teachers (item b)
- (3) Minimum academic standards (item h)
- (4) Minimum standards for physical plant (item i)
- (5) Reporting academic information (item j).

Does control follow financial support? Question 9

asked respondents to indicate whether they believe increased control by the government would follow increased financial support from the public treasury.¹ The results are shown in Table 26 (p. 155).

Should the state permit competition between school systems? Question 11 asked respondents to indicate whether competition for scholastic excellency would be beneficial for the development of education in Alberta. Since the state (province) has jurisdiction in this matter to a considerable extent, the responses are discussed under the role of the state. Many respondents answered the question as if it were a multiple choice question requiring an answer to only one of its four parts. This accounts for many of the non-responses in this question. The responses of all four groups are shown in Table 27 (p. 156).

Some respondents questioned the assumption in the

¹ Unfortunately the questionnaire received by the MLA's, superintendents and principals contained a typing error and the question actually asked them whether they believed support would follow increased government financial support. Many respondents spotted the error and answered the question as originally intended, but many others did not and commented that they did not understand the question. The parents received a corrected edition of the questionnaire. Table 26 should be interpreted in the light of the above information.

TABLE 26

RESPONSES BY ALL GROUPS IN THE STUDY TO THE QUESTION WHETHER GOVERNMENT
CONTROL FOLLOWS INCREASED FINANCIAL SUPPORT BY THAT GOVERNMENT^a

Category of respondent	Summary of Responses						
	Control always follows support	Control usually follows support	Control sometimes follows support	Control never follows support	Do not know	Do not understand question	No reply Total
Members of the Legislature	3	8	4	1	0	1	17 34
Superintendents	4	21	5	0	1	5	4 40
Principals	5	15	8	0	1	5	2 36
Parents	22	39	15	4	0	1	23 104

^a All groups except parents received a questionnaire where the word 'control' had been replaced by the word 'support', thereby making the question rather nebulous. As a result many respondents reported they did not understand the question. Other may have interpreted the question to mean something other than was intended, making the results of doubtful validity.

TABLE 27

MEAN VALUES OF RESPONSES TO THE QUESTION OF COMPETITION BETWEEN SCHOOLS AND THE DESIRABILITY OF A SINGLE SCHOOL SYSTEM

Questionnaire Item	Mean of responses ^a of			
	MLA's	Superintendents	Principals	Parents
11. Assuming that competition for scholastic excellency is beneficial for the development of education in Alberta, such competition should be between				
a. public schools only	2.62	2.56	2.05	1.89
b. public & separate schools	3.46	2.43	2.47	2.22
c. public and private schools	3.21	2.14	3.38	2.17
d. public, separate and private schools	3.75	4.06	4.39	4.21
12. The operation of a <u>single school system</u> with compulsory attendance for all students is				
a. financially sound	3.79	4.33	3.33	3.45
b. essentially democratic	2.70	3.73	1.65	2.09
c. religiously justifiable	2.50	3.46	1.61	2.00
d. undesirable	3.50	2.26	4.34	3.91

^a Value of responses: Strongly disagree = 1
disagree = 2
undecided = 3
agree = 4
strongly agree = 5

question. The comments made showed a wide range of opinions in all four groups. For example, one superintendent warned against the "vicious and divisive possibilities" of competition, while another called competition "a healthy form of control" under any circumstances of support, provided there is no duplication of services in small communities. One MLA favoured a dualistic system promoting competition both scholastically and economically. One principal said he did not want competition for its own sake, while another felt that competition would breed excellence, so "the more views in education, the better". Parents, with a few exceptions, supported the idea of competition for scholastic excellency, and many expressed confidence in the ability of their private school to compete with the public system.

A calculation of χ^2 comparing positive and negative responses of MLA's and superintendents with those of principals and parents in 2x2 fold table yielded no significant differences at the .001 level and significance at the .01 level only for that part of the question referring to competition among public schools only ($\chi^2=7.81$, $df=1$).

A single school system. Question 12 asked respondents to indicate their feeling about certain aspects of a single school system with compulsory attendance for all students. The responses to this question are shown in Table 27. Some of the respondents who favoured a single system added the condition that the system must be flexible enough to

accommodate a wide range of viewpoints. Many parents reacted strongly to this question, referring to the pluralistic nature of society or calling a single system a meaningless system or even a Communistic system.

One parent, in a reference to a single school system, commented:

A monolythic school system would be the hamburger machine of secular humanism and become more and more 'valueless' and demoralized.

Another parent expressed his views this way:

Our present day public schools no longer even pretend to teach Christianity and have forgotten that the "Fear of God is the beginning of Wisdom". Therefore, conscientious Christian parents will want to include this most essential part of their children's training at school.

The comments by MLA's and superintendents indicated a great diversity of opinion and very strong feeling on this question. Some of the respondents were inconsistent in their answers. For example, they would disagree with the statements that a single system was financially sound, democratic or religiously justifiable, and yet they would also disagree with the statement that such a system was undesirable.

A comparison of positive and negative responses of MLA's and superintendents with those of principals and parents in a 2x2 fold table and a calculation of χ^2 yielded the results shown in Table 28.

TABLE 28

COMPARISON OF RESPONSES OF SUPERINTENDENTS WITH OTHER GROUPS OF THE SAMPLE
WITH RESPECT TO THE DESIRABILITY OF A SINGLE SCHOOL SYSTEM

Questionnaire Item	Groups compared	Positive ^a responses	Negative ^a responses	Value of χ^2	Level of significance
12a. A single school system is financially sound	Superintendents and principals, MLA's	37	2	7.47	.01
12b. A single schools system is essentially democratic	Superintendents and principals, MLA's	27	9	38.06	.001
12c. A single school system is religiously justifiable	Superintendents and principals, MLA's	20	8	33.92	.001
12d. A single school system is undesirable	Superintendents and principals, MLA's	8	25	36.79	.001

^a All 'undecided' and non-responses were omitted.

CHAPTER 6

CONCLUSIONS, INTERPRETATIONS AND RECOMMENDATIONS

Conclusions About Document Research and Interviews

The results of document research and supporting interviews about the legal provisions for financial aid to private schools from the public treasury as well as the actual extent of such aid are summarized below.

Legal Provisions for and Actual Extent of Public Financial Support

Direct financial aid. Research led to the following conclusions:

1. Legal provision was made in 1967 for an annual \$100 per pupil grant for private schools in Alberta which meet conditions specified by the Department of Education (O.C. 864/68, III).
2. The basic \$100 grant was claimed (in 1968) by all 30 private schools which could qualify under the regulations (Table 5, p. 102). The remaining eight schools had either not been in operation for a full three years or had insufficient enrolments to qualify for the grant.
3. A reading materials grant of \$2.00 per pupil was made available to private schools effective September 1, 1969 (O.C. 864/68, part IV), but no information was as yet available to permit analysis of its utilization.

Enabling legislation for aid at the local level.

4. Enabling legislation allowing public school boards to provide conveyance for pupils in private schools had been in effect since 1960. The County of Lacombe and the Lacombe Christian School Society utilized this legislation to make a reciprocal arrangement providing for transportation of each other's students in some areas (see p. 100).

5. Enabling legislation allowing public school boards to pay tuition fees to parents of private school students was restricted in 1962 so as to apply only to instruction not provided by the public school board, but this restriction may be lifted again if the proposed school act is adopted as drafted (p. 96).

Indirect financial aid. The provincial government assisted private schools in a number of ways as follows:

6. Property Tax Exemption for all private schools was available for sites and buildings in one of three ways: by Private Bill, by Local Authorities Board approval and cabinet ratification, or under the provisions of the Municipal Taxation Act. Private schools have used all three avenues open to them to obtain tax exemption on school properties (p. 104).
7. Private school authorities were enabled by amendments to the Teachers' Retirement Fund Act to obtain pension coverage for staff with teaching certificates, provided private schools were prepared to contribute to the fund at certain rates (pp. 97, 104-105). After initial use of the pension rights by four private schools only two schools participated in the fund in 1969 (Alberta College and Camrose Lutheran College) at a cost of 7% of most of the instructional salary bill and 5 1/2% of the portion of salary subject to Canada Pension contributions.
8. Private schools had access to the textbooks supplied by the School Book Branch at a discount of 15%, rather than the 40% rate available to public schools, but they obtained equality with public schools in the matter of credit privileges of 60 days in September, 1969, provided they qualified for the basic grant.
9. Students assistance, in the form of grants and loans, was not available to private school students from the Students' Assistance Board (pp. 98, 106).
10. Services of a number of Department of Education branches were available to private schools on much the same basis as they were to public schools. These included: Inspection and supervision, consultative services, health services and test and measurement services. Private schools did not in all cases fully utilize these services (pp. 106-108).

11. Library services of the Department of Education were available to private schools on a more limited basis than they were to public schools (p. 107).
12. Audio-visual services of the Department of Education were available to private schools on a much more limited basis than to public schools, with the exception of the tape service which was available to private schools but not utilized to any significant extent (p. 107).
13. Qualifications of private school teachers were recognized in the same way as they were for public schools. The department of Education issued letters of authority or approval on a temporary basis to allow teachers to complete their training as required by provincial regulations.
14. Private school financial statements were not sufficiently standardized to permit a meaningful comparison of public financial support with other sources of revenue, or a comparison of expenditures (p. 117).

Conclusions about Opinions of Respondents

The opinions of respondents as expressed in questionnaire returns may be summarized as follows:

Roles of Parents, State and Church

Locus of control.

1. MLA's, principals and parents all agreed strongly that parent, state and church each should have some measure of control over a child's formal (school) education, but superintendents disagreed with this assumption.
2. The parents were chosen overwhelmingly as the primary agents of control by all groups in the study, except supintendents who were evenly divided between parents and the state as primary control agencies.

3. All groups in the study chose the state as the second most important control agency in a child's education, except that superintendents chose the parent as the secondary agency.
4. The church ranked third in importance as a control agency in a child's education in the opinion of all groups, but many respondents indicated they did not make a third choice because they objected to the church having any control.

Parent's role and position.

5. All groups in the study, except superintendents, were of the opinion that parental freedom is unjustly restricted if parents pay more than 50% of private school costs in addition to paying public school taxes, but none of the groups were of the opinion that parental freedom was unjustly restricted if parents paid less than 50% of private school costs in addition to public school taxes.
6. One-half of parents in the study sent their children to a private school because of the educational philosophy of that school. One-quarter sent their children to a private school because of religious education or the moral climate of the school.
7. About 80% of parents who had children in private schools were affiliated with Protestant churches, about 9% of such parents were Hebrews, about 4 1/2% were Roman Catholics and the remainder belonged to other groups, including agnostic and atheist.
8. Just over one-quarter (26%) of parents had incomes below \$6,000, less than one-half (46%) had incomes between \$6,000 and \$10,000, and more than one-quarter (28%) had incomes in excess of \$10,000.

Role of the state.

9. All groups in the study supported, or strongly supported, provincial control over both tax supported and non-tax supported private schools in much the same way as public schools in the following areas: Inspection and supervision, minimum standards for teachers, minimum academic standards, minimum standards for the physical plant, and reporting of academic information.

10. All groups in the study strongly supported provincial controls over tax-supported private schools in the area of financial reports but strongly opposed such controls over schools which are not tax-supported.
11. Provincial control over hiring of teachers was opposed by parents and principals for both tax-supported and non-tax supported private schools, while superintendents favoured such controls. MLA's opposed such controls only for non-tax supported schools.
12. Provincial controls over religious instruction in and the educational philosophy of the private schools were very strongly opposed by parents and principals whether such schools are tax supported or not. MLA's and superintendents opposed such controls only if private schools are not tax supported.
13. All groups in the study favoured provincial control over all private schools in the matter of teaching aids and textbooks, except MLA's who opposed such controls over schools which are not tax supported.
14. All groups in the study favoured provincial control over spending of private schools which are tax supported, but opposed such controls over schools which are not tax supported.
15. All groups in the study felt that increased provincial financial support of private schools is usually or always followed by increased control over private schools.
16. All groups in the study strongly favoured competition for scholastic excellency between public, private and separate schools, and all groups opposed restricting competition to public schools only, or to public and separate schools, or to public and private schools, except MLA's who favoured three forms of competition, not including the one restricting competition to public schools only.
17. All groups considered a single (public) school system as financially sound. Only superintendents regarded it as essentially democratic and religiously justifiable. All groups, except superintendents considered a single school system undesirable.

Public Financial Support

18. Most MLA's favoured some public financial support of private education, with a minority favouring substantial grants (75% or more of cost). Half the superintendents favoured financing private schools entirely by parents and sponsors with just over one-quarter in favour of substantial grant increases. The majority of parents and principals favoured public financial aid to private schools at 75% or more of the operating costs.
19. MLA's favoured capital grants for buildings, equipment and school busses as well as operating grants for teachers' salaries and pupil transportation. Superintendents opposed all forms of capital and operating grants while principals favoured instructional equipment grants, and grants for teachers' salaries and pupil transportation but they opposed all other specific grants. Parents favoured all specific grants above except grants for dormitories and other operating costs.
20. Parents of parental, Roman Catholic, Hebrew and Saturday school children, as well as principals, strongly agreed that private schools should accept grants amounting to 50-75% of revenues, but other parents were strongly opposed to accepting such grants.
21. The same respondents as in (20) above were of the opinion that their private school would accept grants amounting to 50-75% of the school's revenues.
22. All groups in the study strongly favoured tax exemption on school sites and buildings for all private, non-profit schools.
23. All groups in the study favoured or strongly favoured provincial services to private schools on the same basis as these were available to public schools in the following areas: provincial inspection and supervision, consultative services, health services, library services (including regional), test and measurement services, film and audio-visual services, textbooks at same discounts as public schools, and teacher pensions without board contributions.

24. All groups in the study, except superintendents, favoured provision of service to private school students on existing public school bus routes.

Effect on Growth

25. Only a minority of respondents in each group expected relatively greater increases in private school enrolments as compared to public school enrolments if grants to private schools were 50% or more of revenues.
26. A majority of both principals and parents indicated that they knew a number of people who would transfer their children from public to private schools if support of private schools by the province covered 50-75% of revenues.
27. Parents' and principals' estimates of enrolment increases in private schools between 1969 and 1972 were from approximately 2 1/2 to 7 times as high under grants covering 50-75% of revenues as they were under the present grant system.

Comparison of Findings with Findings by Konrad (1961)

A comparison of findings with those of Konrad (1961) indicated changes in thinking since 1961 in some of the areas covered by both studies. The comparison is limited to two groups, Alberta private school principals and Alberta public school superintendents. These were the only two groups represented in both studies.

It must be further recognized that the composition of the two groups changed with personnel changes in both and a change in the relative representation of the various sub-groups in the group of private school principals. These changes may be responsible, in some unknown measure, for changes in responses to various items. In making comparisons allowance should be made for differences in the wording

of questions and the different method of recording responses (three possible answers to each question in Konrad's study v. five in this study). A number of other factors, such as changes in legislation and actual practice, may have influenced respondents and may account for some of the differences between 1961 and 1969 results.

Subject to the above limitations and qualifications the following changes in responses between 1961 and 1969 were noted (Konrad, 1961, pp. 211-12):

1. Support by private school principals for full public financial support of private schools changed relatively little since 1961: 41 and 53% support for two private school categories in 1961 v. 47% for private schools as a single category in 1969.
2. Support by superintendents for full public financial support of private schools increased considerably since 1961: 11 and 13% support in 1961 v. 25% support in 1969.
3. Support by private school principals for partial public financial support of private schools increased considerably since 1961: 35 and 44% support in 1961 v. 67% in 1969.
4. Support by superintendents for partial public financial support of private schools increased considerably since 1961: 19 and 20% in 1961 v. 50% in 1969.
5. Support by private school principals for property tax exemption for private schools increased since 1961: 79 and 88% in 1961 v. 94% in 1969.
6. Support by superintendents for property tax exemption for private schools increased since 1961: 46 and 56% in 1961 v. 60% in 1969.
7. Support by private school principals for provincial supervision of private schools increased considerably since 1961: 74 and 76% in 1961 v. 86% in 1969.

8. Support by superintendents for provincial supervision of private schools increased considerably since 1961: 80% in 1961 v. 97.5% in 1969.
9. Support by private school principals for private school access to provincial film and audio-visual services on an equal basis with public schools increased since 1961: 85% in 1961 v. 92% in 1969.
10. Support by superintendents for private school access to provincial film and audio-visual services on an equal basis with public schools increased since 1961: 72 and 74% in 1961 v. 77.5% in 1969.
11. Support by private school principals for private schools receiving equal service with public schools in the matter of health services increased since 1961: 85 and 88% in 1961 v. 92% in 1969.
12. Support by private school principals for making provincial textbooks available to private schools on the same basis as public schools increased since 1961: 74 and 76% in 1961 v. 92% in 1969.
13. Support by private school principals for participation of private school teachers in a teachers' retirement fund on the same basis as public school teachers (i.e., no cost to board) decreased since 1961: 62 and 71% support in 1961 v. only 47% in 1969.
14. Support by superintendents for participation of private school teachers in a teachers' retirement fund on the same basis as public school teachers (i.e., no cost to board) decreased since 1961: 85% support in 1961 v. only 65% in 1969.
15. Opinions of private school principals and public school superintendents did not change more than a few percentage points since 1961 regarding government services in the areas of library services, tests and measurements and transportation of private school students on public school busses.
16. A meaningful comparison of opinions about governmental control in the various areas listed in question 8 (Appendix A) with Konrad's study was not possible because of substantial differences in presenting the questions and summarizing the responses.

Interpretation and Summary of Findings

The findings of this study may be stated in a few general statements summarizing the major conclusions.

Public Financial Aid to Private Schools

Since 1967 there has been a gradual development of greater provincial government financial assistance to private schools both in the field of direct grants and in the form of providing indirect assistance through government services and in permitting local authorities to assist private schools. The creation of a category of 'approved' private schools as eligible for direct grants was followed by an extension of public school rights and privileges in an area such as the granting of 60-day credit on textbook orders through the School Book Branch of the Department of Education.

The major change since Konrad's study (1961) was the establishment of the principle that private schools in Alberta are entitled to public financial assistance. Having accepted this principle the government will find it difficult to defend limiting the grants to their present level. The grants were only a small fraction of public school grants and payment was made not from the Foundation Program, as in the case of public schools, but from a special appropriation from general revenues. The grant for schools in unorganized territories was of no significance to existing private schools, since all of them were located

in areas of the province which had organized public school districts.

Support for public financial assistance was present in each group in this study to some extent. Parents and principals supported major public financial assistance for their schools and may be expected to increase pressure to obtain a higher level of assistance from the provincial treasury than is the case at present. Only half the superintendents supported any public financial assistance to private schools but most MLA's favoured some level of support from the public treasury. It is likely that private school supporters will be able to convince the provincial government that grants should be increased in the near future.

Private schools made little progress since 1961 in obtaining equal treatment with public schools in the provision of various government services. There were some isolated incidents of local progress but on the provincial level little has changed except the extension of credit privileges by the School Book Branch. Even in services available to students there was some evidence of discrimination as, for example, in the administration of the Students' Assistance Act and regulations, where officials of the Students' Assistance Board denied assistance in the form of grants or loans to students in private schools by interpreting the term 'publicly supported' as referring only to public schools, despite the fact that 30 of Alberta's

38 private schools were also publicly supported (to the extent of \$100 per student per annum). Similar discrimination was evident in the provision for pensions for teachers. Private school authorities had to pay 5 1/2% to 7% for various portions of teachers' salaries, if they participated in the Teachers' Retirement Fund, while public school boards paid nothing. (Both types of boards paid the 1.8% Canada Pension contribution for part of a teacher's salary). The provincial government guarantees the Teachers' Retirement Fund. The cost of such a pension fund may well be the chief reason why 36 of the 38 private schools in the province did not offer this fringe benefit to their staff. Support for the extension of government services to private schools was general in all groups in this study and, with the exception of somewhat controversial items such as transportation and pensions, the provincial government would meet little opposition if it extended services without imposing limiting conditions on the philosophy and atmosphere of the private schools.

Roles of Parent, State and Church in Private Education

The U.N. Universal Declaration of Human Rights (art. 26) reserves for the parent the right to choose the kind of education he wants for his child. The vast majority of respondents in this study agreed that the parent should have this right, but not a single group in the study felt that parental freedom was unjustly restricted if parents paid up to 50% of private education costs in addition to

full public school taxes. Many parents expressed the opinion that they had a God-given duty to control or supervise the education of their children, which they could not, in good conscience, relinquish to the state.

Parents of private school children were pre-dominantly Protestant and came from low, middle and upper-middle income groups in the population. Roman Catholics had the separate schools available and this may account for the fact that few Roman Catholics sent their children to private schools and that the enrolment in these schools declined sharply since 1965, as education costs rose. A meaningful comparison of incomes of private school supporters and the rest of the population of Alberta was very difficult because income statistics were not designed to facilitate such a comparison. Despite the arbitrary choice of \$6,000 and \$10,000 as cut-off points in classifying income, it was evident that a high percentage of private school supporters were in the upper-middle income bracket. Tuition fees of \$500 which were common in private schools no doubt prevented many parents from sending their children to a private school of their choice.

Many parents and principals expressed concern over present powers of the province in education and feared a trend to greater provincial control, especially if private schools were to receive more grants. They generally accepted the state (province) in the role of setting and maintaining standards in curriculum, teacher qualifications

and some other areas of the school's operation, but opposed controls in areas which affect (or which they feared would affect) the control by the present sponsors of the school, the school's philosophy or its religious orientation.

The church was accepted by most respondents as a third agency of control in a child's education. However, many of these respondents wanted to restrict the role of the church to a point where its influence would be minor or even nominal. A significant minority rejected church influence over education in any form. Of the 214 respondents 35 specifically objected to making the church their third choice and 34 others did not indicate a third preference at all after they chose parent and state as first and second. It would appear that the church is on the way out as a control agent in private education. This does not mean that religion is on the way out also. Most parents indicated that their choice of a private school for their children was motivated by a religious choice, i.e., a religiously rooted philosophy of education, religious teaching and/or moral atmosphere in the private school. Only a few parents based their choice on such considerations as language or culture, good teaching and discipline.

Recommendations for Research and/or Action

The following recommendations for research or action or both are made following analysis of results of this study

and research of related literature.

Recommendations to the Provincial Government

1. The Alberta Government should demand from private schools the same type of data in all areas of education (i.e., financial statements and enrolments) as it demands from public and separate schools.
2. The Alberta Government should maintain records about private schools in the same form as it does for public schools.
3. The Alberta government should extend to private schools, on a basis of equality, all services available to public and separate schools.
4. The Alberta government, having recognized the principle of public financial support for private schools, should now accept the U.N. Universal Declaration of Human Rights (art. 26) - which gives to parents the right to determine the kind of education they want for their children - and protect the interests of private school students, by offering full financial equality to those private schools which can meet reasonable minimum requirements, as determined by legislative enactment or order-in-council.
5. The Alberta government, in the interest of students, should promote the best possible public school system for those students whose parents want such a system or who do not object to the philosophy of the public schools to the extent that they want to establish private schools.

Recommendations to Private School Sponsors

6. Private school authorities should (perhaps through the Association of Private Schools and Colleges in Alberta) design a common method of reporting financial and enrolment data, if the government does not institute such a system in the near future.
7. Private school authorities should strengthen the role of the Association of Private Schools (APSCA) by granting it a more authoritative status and by providing funds for research and political action, which would involve the hiring of professional staff.

8. Private school authorities should investigate the possibility of providing teacher education programs or courses recognized for salary purposes to ensure that their teachers understand fully the educational philosophy of the school as it pertains to all areas of the curriculum and have such courses recognized by the Department of Education for teacher certification.
9. Private school authorities should (if grants become available) consider
 - (a) accepting government grants on the same basis as public schools and demand tuition payments from parents in addition to upgrade the private school, or
 - (b) accepting only the major portion of government grants and demand tuition payments from parents to make up the difference between costs and revenues.

Private schools may not be able to carry on financially without denying poorer parents a chance to send their children to such schools, unless they accept substantial government grants.

Private schools may not be able to maintain or achieve a special and distinct character without demanding some financial contribution by parents or other sponsors. As many respondents (especially parents and principals) pointed out government control may well follow government financial assistance unless there is some compensating factor and parents retain an interest in the school. Perhaps the best way of ensuring such interest is by asking them to pay something for the school's operation.

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APPENDIX A

QUESTIONNAIRE AND RELATED MATERIALS

1. Covering letter to all respondents
2. The questionnaire
3. Data sheet for completion by principals
4. List of parents' addresses and names for completion by principals
5. Letter by Minister of Education to all Government MLA's
6. Letter by the President of the Association of Private Schools and Colleges in Alberta to principals of member schools of the association
7. Reminder letter to MLA's and superintendents
8. Reminder letter to parents
9. Covering letter to MLA's for second mailing of the questionnaire

Members of the Legislature,
Public and Separate school superintendents,
Administrators of Private Schools, and
Parents of private school students.

May 1, 1969,
Ponoka,
Alberta.

Dear Sir/Madam:

Re: A Study of Private Education in Alberta.

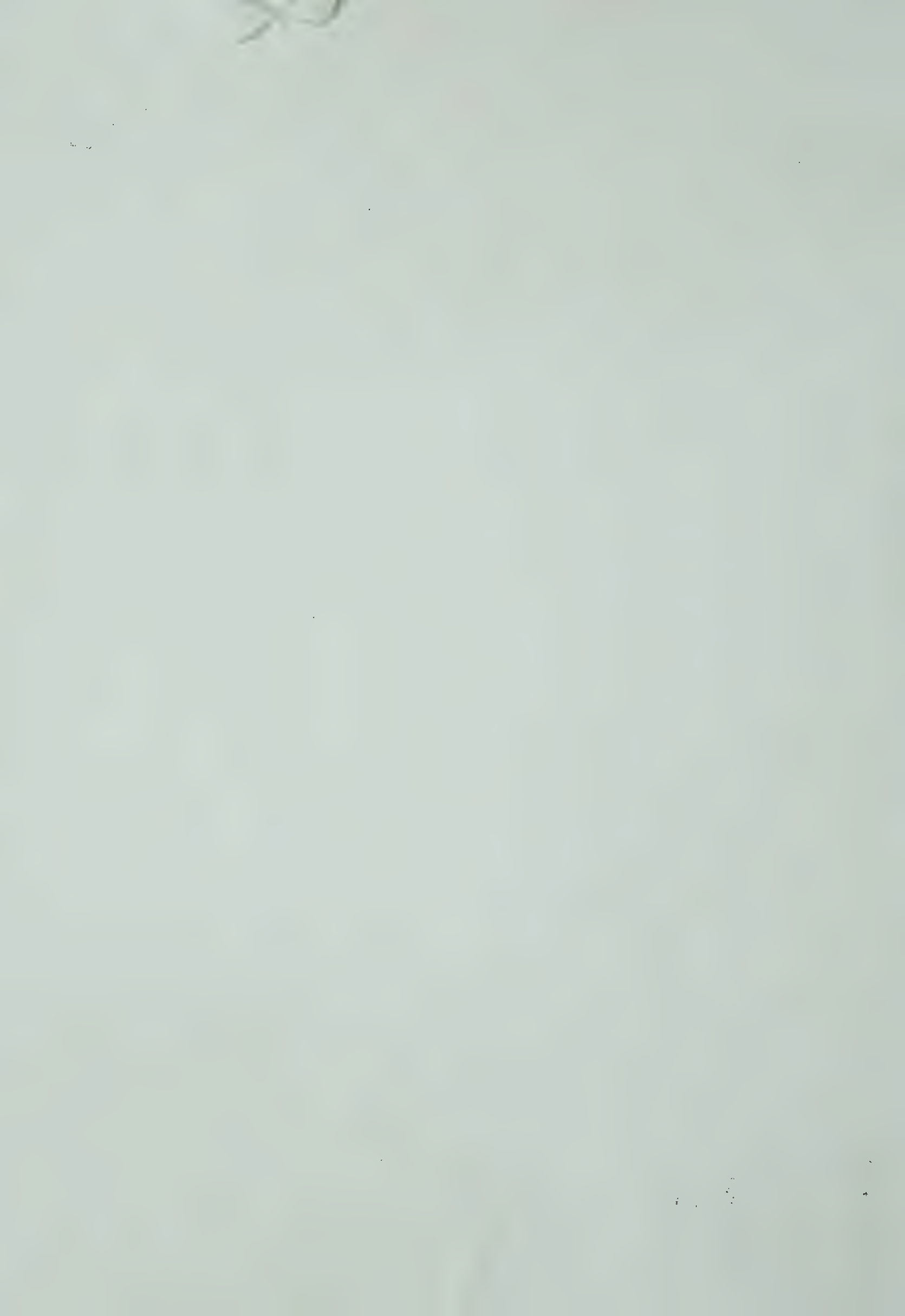
As a graduate student in Education at the University of Alberta may I ask for your valuable advice, information and assistance in a study of certain aspects of private education in Alberta?

The information requested in the enclosed document is required for a research project necessary to complete a thesis on a topic chosen by the writer and approved by a university committee. The nature and scope of the study is more clearly spelled out in the first page of the enclosed questionnaire.

The value of the final results will depend in large measure on the number of questionnaires returned and the time and attention given to various questions and statements in the questionnaire. May I, therefore, ask you to assist me by returning the questionnaire as fully completed as possible and within seven days of the receipt of this letter?

To facilitate a prompt and efficient return a self-addressed, stamped envelope has been enclosed for your convenience.

May I express my appreciation for your anticipated assistance in the completion and early return of the questionnaire, beginning with page two. If you have a special interest in the outcome of this study, please let me know.



A Study of

THE ROLES OF PARENTS, THE CHURCH AND THE STATE IN CONTROL AND FINANCING OF PRIVATE EDUCATION IN ALBERTA.

This questionnaire is designed to ascertain current opinion about the roles of parents, the church and the state (province of Alberta) in the control and financing of private education. The views of the following groups are sought:

Members of the Legislative Assembly of Alberta,
Public and Separate school superintendents,
Private school administrators, and
Parents of private school pupils.

In answering the questions please interpret them as referring to all private schools in Alberta which have been approved by the Minister of Education and which offer instruction in any of the grades 1-12. The survey does not include schools which do not offer any of the grades 1-12. Business and technical schools, for example, are excluded.

The study itself divides private schools into three groups:

Parental schools: private schools, approved by the Minister, which are sponsored by the parents of the children attending such schools (e.g. Calgary Christian School.)

Parochial schools: private schools, approved by the Minister, which are sponsored by a church, sect, group of churches or some religious organization (e.g. Hillcrest Christian College.)

Independent schools: private schools, approved by the Minister, which are sponsored by an individual or organization which is not controlled by either the parents or a religious body (e.g. Tempo school, Edmonton.)

If you feel that any of your answers should not apply to all three categories please indicate in your comments which category or categories should be excluded from your answer and why. Your comments and reasons for your answers to or views on any question are at least equally as important as the checking of lists which is necessary to tabulate data. You are, therefore, encouraged to comment on the reason for your answer wherever this will make your reply more meaningful. It is hoped that this study, and your participation in it, will make a useful contribution to our knowledge about private education in the province of Alberta.

FINANCE.

Please circle the appropriate letter and comment on the reasons for your views.

1. Private schools, approved by the Minister of Education, should be financed
 - (a) entirely by the parents and other persons or organizations sponsoring such schools,
 - (b) mostly by their sponsors, but receive some assistance (below the Foundation Program level) through a special appropriation from the general revenues of the Province (this is the present situation, with the support level at \$ 100.00 per full-time pupil.)
 - (c) by Foundation Program payments equal to 75% of the operating expenditures, with the balance of costs, including debt retirement, to be paid by the parents or sponsors of the school,
 - (d) by Foundation Program payments equal to those of the public and separate schools, with the balance of costs to be paid by the parents or sponsors of the private school,
 - (e) on the same basis as public schools: Foundation Program payments plus a levy on the real property of private school supporters, with the parents paying only such costs as are now paid by parents of public school students, i.e. full financial equality.
 - (f) in some way other than those above.

Specify:

Reason/comment:

Please answer subsequent questions by choosing what you consider to be the most appropriate of the following answers: Strongly agree (SA), agree (A), undecided (U), disagree (D), or strongly disagree (SD).

2. Private, non-profit, schools should be tax exempt on school sites and buildings. (This statement does not apply to frontage or improvement taxes.)

Please check here SA A U D SD

Reason/comment

3. The following services should be made available to private schools on the same basis as they are now available to public schools.

	SA	A	U	D	SD
(a) provincial inspection.	—	—	—	—	—
(b) provincial consultative services in administration.	—	—	—	—	—
(c) provincial health services.	—	—	—	—	—
(d) provincial library services.	—	—	—	—	—
(e) regional library services.	—	—	—	—	—
(f) provincial tests and measurement services.	—	—	—	—	—
(g) provincial film and audio-visual services.	—	—	—	—	—
(h) provincial textbooks at same discounts.	—	—	—	—	—
(i) school bus service on existing public school bus routes.	—	—	—	—	—
(j) teacher participation in pension fund, without a special board contribution.	—	—	—	—	—

Reason/comment:

4. Provincial grants should be made available to finance a major part (50-75%) of the following capital expenditures made by private school authorities:

	SA	A	U	D	SD
(a) School buildings and equipment.	—	—	—	—	—
(b) Instructional equipment.	—	—	—	—	—
(c) School busses.	—	—	—	—	—

Reason/comment:

5. Provincial funds (from either the foundation program or general revenue fund) should be made available to meet a major part (50-75%) of the following operating costs in a private school, which has been approved by the Minister of Education.

	SA	A	U	D	SD
(a) Teachers' salaries.	_____	_____	_____	_____	_____
(b) Pupil transportation. (on existing public school bus routes)	_____	_____	_____	_____	_____
(c) Dormitory operation.	_____	_____	_____	_____	_____
(d) Other operating costs.	_____	_____	_____	_____	_____

Please specify what you would include under (d):

Reason/comment: _____

6. If we assume that parents send children to private schools on the basis of moral and/or religious considerations and not on the basis of social status, then ...
the freedom of such parents is unjustly restricted if they must, in addition to public school taxes, pay

	SA	A	U	D	SD
(a) 75-100% of private school costs.	_____	_____	_____	_____	_____
(b) 50- 75% of private school costs.	_____	_____	_____	_____	_____
(c) 25- 50% of private school costs.	_____	_____	_____	_____	_____
(d) anything extra for having their children in a private school.	_____	_____	_____	_____	_____

Reason/comment: _____

CONTROL.

7. Do you agree with the assumption that church, parent and state (province) each should have some measure of control over a child's formal (school) education?

SA A U D SD

Please list these three control agencies in the order of their importance in your view.

1. _____ 2. _____ 3. _____

Reason/comment: _____

8. Private schools should be subject to provincial controls in much the same way as public schools in the following areas of concern:

Area of concern:	When tax supported:					When <u>not</u> tax supported:				
	SA	A	U	D	SD	SA	A	U	D	SD
(a) Inspection and supervision.	_____	_____	_____	_____	_____	_____	_____	_____	_____	_____
(b) Minimum standards for teachers.	_____	_____	_____	_____	_____	_____	_____	_____	_____	_____
(c) Hiring of teachers.	_____	_____	_____	_____	_____	_____	_____	_____	_____	_____
(d) Religious instruction.	_____	_____	_____	_____	_____	_____	_____	_____	_____	_____
(e) Teaching aids and textbooks.	_____	_____	_____	_____	_____	_____	_____	_____	_____	_____
(f) Finance (spending controls.)	_____	_____	_____	_____	_____	_____	_____	_____	_____	_____
(g) Educational philosophy of the school.	_____	_____	_____	_____	_____	_____	_____	_____	_____	_____
(h) Minimum academic standards.	_____	_____	_____	_____	_____	_____	_____	_____	_____	_____
(i) Minimum standards for physical plant.	_____	_____	_____	_____	_____	_____	_____	_____	_____	_____
(j) Reporting of academic information.	_____	_____	_____	_____	_____	_____	_____	_____	_____	_____
(k) Annual financial reports.	_____	_____	_____	_____	_____	_____	_____	_____	_____	_____

Reason/comment: _____

9. Increased state (provincial) control follows increased financial support by the state for private schools, to the following extent: (please check)

(a) always ___ (b) usually ___ (c) sometimes ___ (d) never ___

Reason/comment: _____

10. If private schools received 50% or more of their income from public sources (taxation and grants), such schools would likely have a greater percentage increase in enrolments than would public schools.

SA A U D SD

Reason/comment: _____

11. If we assume that competition for scholastic excellency is beneficial for the development of education in Alberta, such competition should be between ...

SA A U D SD

(a) public schools only. _____

(b) public and separate schools. _____

(c) public and private schools. _____

(d) public, separate and private schools. _____

Reason/comment: _____

12. The operation of a single school system with compulsory attendance for all students (except the mentally or physically infirm) is ...

SA A U D SD

(a) financially sound. _____

(b) essentially democratic _____

(c) religiously justifiable. _____

(d) undesirable. _____

Reason/comment: _____

1. The first part of the paper discusses the importance of maintaining accurate records of all transactions.

2. The second part of the paper discusses the importance of maintaining accurate records of all transactions.

3. The third part of the paper discusses the importance of maintaining accurate records of all transactions.

4. The fourth part of the paper discusses the importance of maintaining accurate records of all transactions.

5. The fifth part of the paper discusses the importance of maintaining accurate records of all transactions.

6. The sixth part of the paper discusses the importance of maintaining accurate records of all transactions.

7. The seventh part of the paper discusses the importance of maintaining accurate records of all transactions.

8. The eighth part of the paper discusses the importance of maintaining accurate records of all transactions.

9. The ninth part of the paper discusses the importance of maintaining accurate records of all transactions.

10. The tenth part of the paper discusses the importance of maintaining accurate records of all transactions.

11. The eleventh part of the paper discusses the importance of maintaining accurate records of all transactions.

12. The twelfth part of the paper discusses the importance of maintaining accurate records of all transactions.

FOR PARENTS AND PRIVATE SCHOOL ADMINISTRATORS ONLY.

7

13. If substantial public support (50-75% of revenues) were made available to private schools our school should take advantage of such financial support.

SA A U D SD

Reason/comment: _____

14. If the financial support of item 13 were available today our school would likely take advantage of it.

SA A U D SD

Reason/comment: _____

15. If the financial support of item 13 were available today a number of people I know would transfer their child(ren) to a private school.

SA A U D SD

Comment: _____

16. My estimate of the increase in enrolment in our private school over the 1969-72 period would be ...

(a) If per pupil grant remained at \$ 100.00 _____%

(b) If per pupil grant rose to the equivalent of 50-75% of costs ... _____%

Comment: _____

FOR PARENTS ONLY.

17. Please indicate the reason(s) for sending your child (ren) to a private school, by numbering one or more of the following reasons. The number one should be placed with your most important reason, the number two with the next most important reason, etc.

- N
u
m
b
e
r
- _____ the need for religious education.
- _____ the need to teach all subjects in the curriculum from a certain religious, philosophical or life view.
- _____ the moral atmosphere in the private school.
- _____ the need to keep the child away from all influences contrary to our own.
- _____ the superior teaching in the private school.
- _____ the superior curriculum in private schools.
- _____ the discipline and study supervision in private schools.
- _____ other reason(s). Please specify:
- _____

Comment:

18. Please complete the following information which is to be used for statistical tabulation and will not be available to anyone in individual form.

(a) My religious affiliation is: (exact name of church)

(b) My annual income is: _____ less than \$ 6,000.00
(please check) _____ \$ 6,000.00 to 10,000.00
_____ more than \$ 10,000.00

Comment:

N.B. If you are very interested in the results of this study please give your name and postal address below:

DATA SHEET: ALBERTA PRIVATE SCHOOLS (1969)

Information compiled by _____

Position _____

Name of school _____

Type of school: Parental __, parochial __, Independent __
(please check)

Church affiliation of school (if any) _____

Grades taught as at September 30, 1968 _____

Number of full-time teachers (incl. principal) _____

Total enrolment: September 30, 1968 _____ (actual)

September 30, 1969 _____ (estimate)

September 30, 1970 _____ (estimate)

September 30, 1971 _____ (estimate)

Enrolment by grades as at September 30, 1968:

Grades 1-6: __, Grades 7-9: __, Grades 10-12: __

Name of body controlling or running the school:

Persons entitled to appoint or elect members of this
controlling body are:

Comment: _____

All Principals,
Private Schools,
Alberta.

Ponoka, Alberta,
1 May, 1969.

Dear Sir/Madam:

Re: Distribution of Questionnaire to Parents.

May I ask for your assistance in distributing copies of the enclosed questionnaire to parents of children in your school by supplying me with a list of parents' names at the ratio of one name and address for every 40 students?

If at all possible please send the completed form below by return mail. There is no other way in which I can obtain a mailing list of parents of private school students and your assistance in this matter will be very much appreciated.

In counting your students please include all students in grades 1-12 inclusive, whether the parents are Alberta residents or not. Please begin your selection with the fifth child in the room with the lowest grade taught in your school and select every 40th child on your list of students (or register) thereafter.

<u>Student:</u>	<u>Parent(s) name:</u>	<u>Postal Address:</u>
5th	_____	_____
45th	_____	_____
85th	_____	_____
125th	_____	_____
165th	_____	_____
205th	_____	_____
245th	_____	_____
285th	_____	_____
325th	_____	_____
365th	_____	_____
405th	_____	_____

Please list 445th, 485th etc. on back.
In case of duplications in the list, please substitute the parents of the next student on your list or register.

Please return to: J.B. Ludwig, Box 1569, Ponoka, Alta.
Thank You. JBL.



MEMORANDUM

FROM: Minister of Education.

OUR FILE NO.:

YOUR FILE NO.:

TO: All Government M.L.A's.

DATE: April 8, 1969.

Mr. J. B. Ludwig of Box 1569, Ponoka, Alberta, has chosen as the subject for his thesis "Private Schools in Alberta". In connection with this thesis he has prepared a questionnaire, a copy of which is attached, and has indicated an interest in obtaining the views of the Government M.L.A's. to the questions contained therein.

I am sure Mr. Ludwig will appreciate receiving any comments you might care to make in reply to this questionnaire.

ALBERTA COLLEGE,
EDMONTON, ALBERTA.
May 1st, 1969.

The Principals,
The Member Schools,
The Association of Private
Schools and Colleges.

Dear Sirs:

I have been asked by Mr. Ludwig, who is writing a Master's thesis on Private Schools, to enlist your co-operation in the gathering of information. I do not know what policies your schools may have regarding such requests.

The thesis proposal is "PARENT, CHURCH AND STATE IN PRIVATE EDUCATION: An Analysis of Practice and Opinion with respect to Private Schools in Alberta".

The purpose of the study is to describe current legal provisions regarding public aid to private schools, the extent of such aid, the opinions of private school principals and public school superintendents as well as parents of private school children and members of the Legislative Assembly re the respective rights of parents, church and state in education.

It would seem that the information gathered for this thesis would be of interest to our Association as well as to Mr. Ludwig.



Members of the Legislature,
Public and Separate School Superintendents,
Province of Alberta.

May, 12, 1969,
Ponoka, Alta.

Dear Sir/Madam:

Re: Study of Private Education in Alberta.

About 10-12 days ago a short questionnaire (five pages for answers) was mailed to your address requesting your co-operation in a study of certain aspects of private education in Alberta.

If you have already answered and returned this questionnaire please accept my sincere thanks for your co-operation and valuable assistance and my apology for taking your time in reading this second letter.

If you have not yet had the opportunity to complete and return the questionnaire may I ask you once again to take about 15-20 minutes to read and answer the questions listed on pp. 2-6 of the questionnaire?

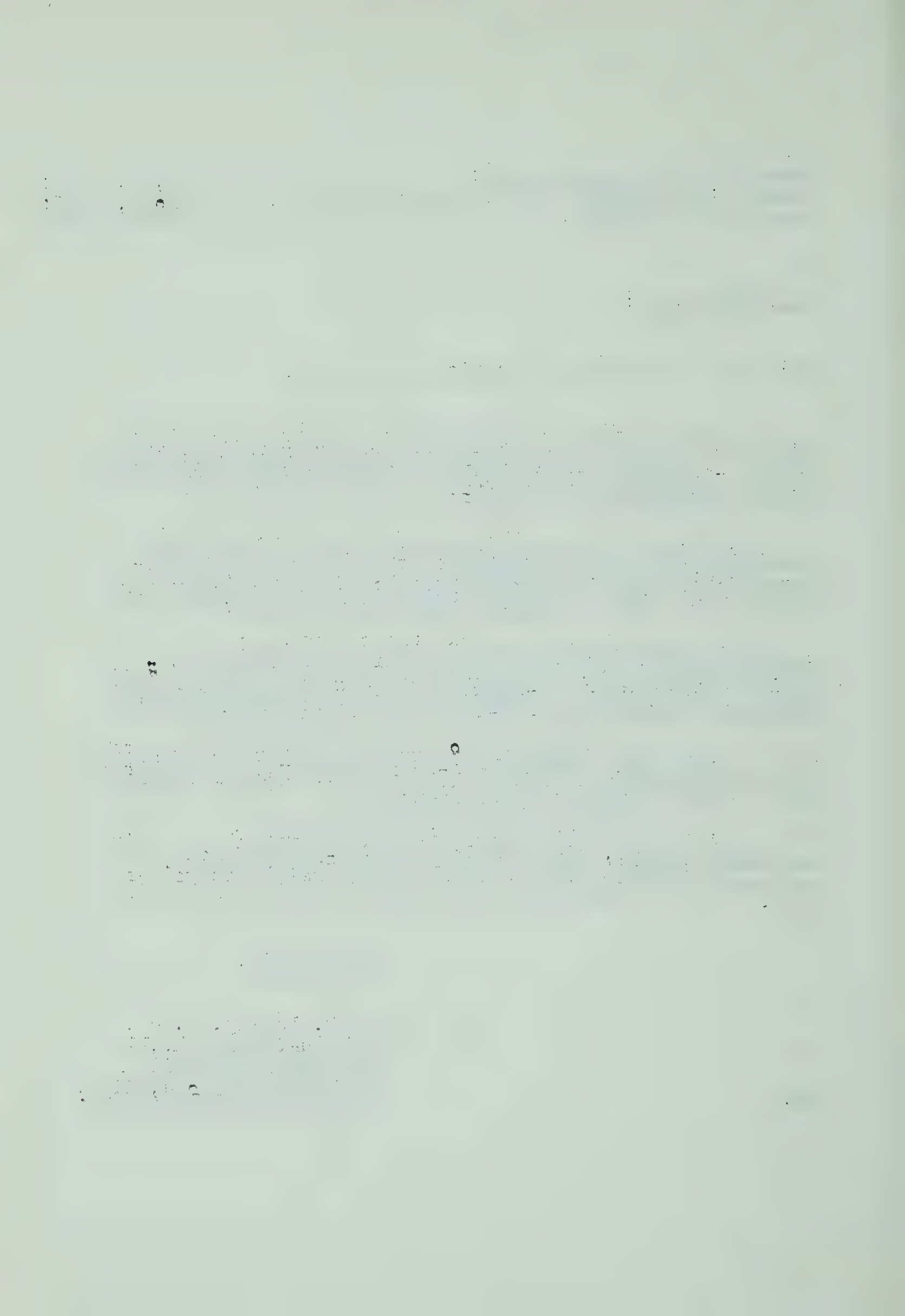
Your kind attention to this request and return of the questionnaire in the self-addressed, stamped envelope will be most sincerely appreciated.

If you did not receive the questionnaire or if it has been mislaid, please telephone 783-3759, Ponoka, collect and a replacement copy will be mailed to you at once.

Sincerely,

J.B. Ludwig, B.Ed.,
Graduate Student,
University of Alberta,
Box 1569, Ponoka, Alta.

JBL/



Parents of Students in
Alberta's Private Schools.

Ponoka, Alberta,
May 19th, 1969.

Dear Sir/Madam:

Re: Study of Private Education in Alberta
for a Master's Thesis at the University of Alberta.

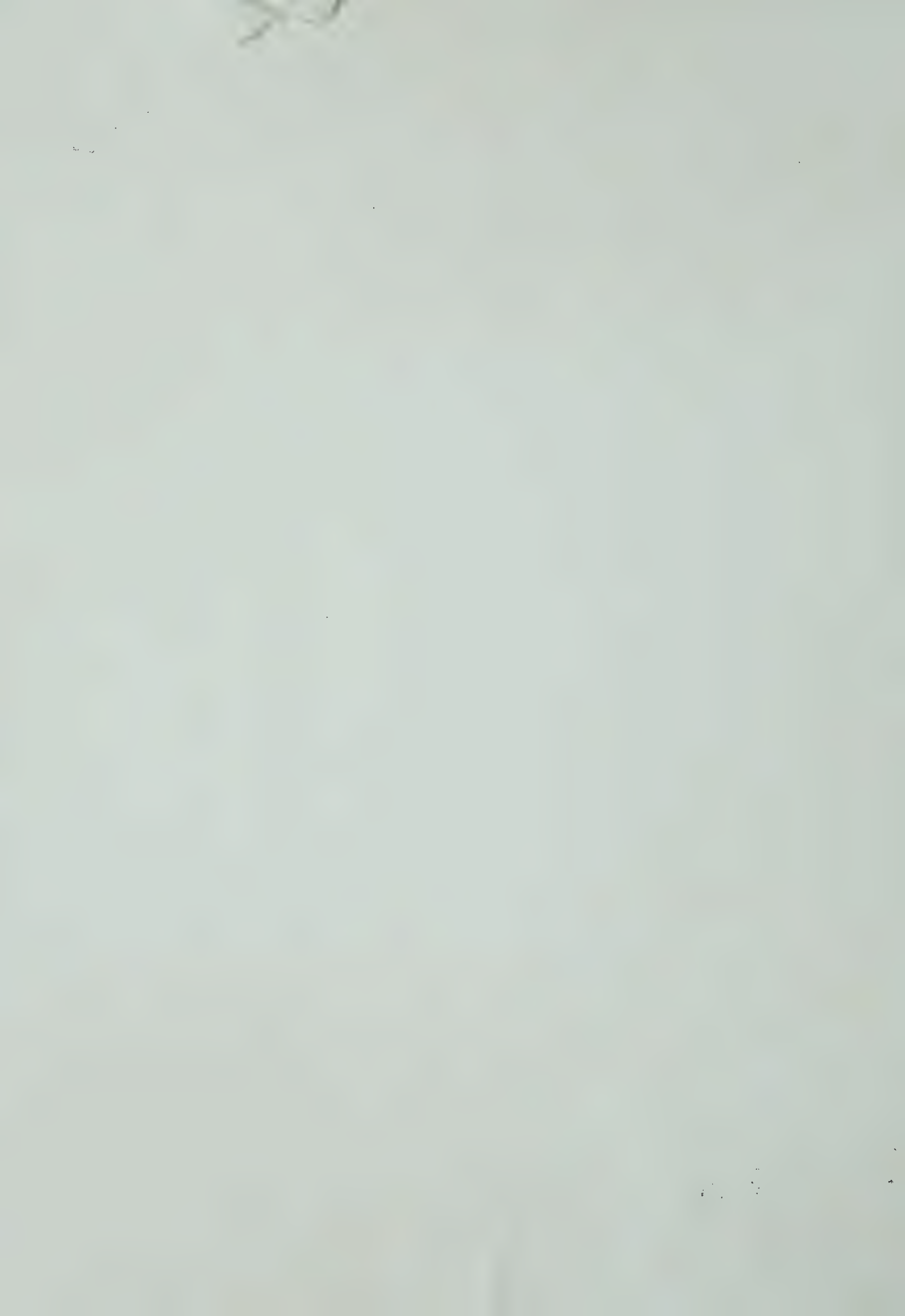
About two weeks ago a questionnaire requesting your opinions on certain aspects of private education in the province of Alberta was mailed to your address. Copies of this questionnaire were also mailed to all MLA's in Alberta, all private school principals, some 40 public school superintendents and about 150 parents.

The Minister of Education and the President of the Alberta Association of Private Schools and Colleges have co-operated in this study by asking the government MLA's and the private school principals respectively to complete and return the questionnaire.

The principals have generally been very helpful indeed in supporting this study and they have supplied all the addresses of parents of children in their schools to make it possible to obtain the views of parents on the education of their children in schools of their choice. School superintendents and MLA's have shown considerable interest as well and many have returned questionnaires very promptly.

Your co-operation in this study will contribute to a better public understanding of the purposes and the aspirations of private schools. May we, therefore, ask you once again to answer the questionnaire as fully as you can and return it in the stamped envelope? Only the parents of 1 in 40 students have been asked to participate so your contribution to our study is very important indeed.

If you did not receive your copy of the questionnaire in the mail please let me know and a replacement will be sent immediately.



Members of the Alberta
Legislature, Edmonton.

Ponoka, Alberta,
23 May, 1969.

Dear Sirs:

Re: Study on Private Education in Alberta.

On May 1st, 1969, a questionnaire about private schools and related matters was mailed to MLA's at the Legislature. We have received replies with extensive comment from many MLA's but the number of returns is not sufficient to allow us to make any conclusions about the views of the Legislature as a whole.

The questionnaires were mailed to you just before the end of the session and perhaps some were left in Edmonton as the session ended. Others may have become lost in the mountain of paper work which you no doubt faced during the session.

For this reason a replacement copy of the questionnaire has been enclosed. May we ask you to complete this within the next few days so your views can be reflected in the report about the Legislature and private education?

Please use the enclosed self-addressed envelope to return either a completed or un-completed questionnaire. If you do not wish to complete the questionnaire return of the document is still of some value, particularly if you will add a brief note explaining why you do not wish to complete it.

Your kind attention to this matter will be appreciated.

Sincerely,

J.B. Ludwig, B.Ed.,
Graduate Student,
University of Alberta,
Box 1569, Ponoka, Alta.

JBL/

P.S. If you did return the questionnaire earlier, please return the enclosed envelope with a note to that effect.

APPENDIX B

GOVERNMENT OF THE PROVINCE OF ALBERTA

DEPARTMENT OF EDUCATION

PRIVATE SCHOOLS

A private school means any school other than a school operated by a school district or a school division or county which offers or purports to offer instruction in courses established by the Department or courses substantially the same.

REGULATIONS

The following regulations have been made by Order-in-Council No.4/46:

1. No private school shall be established or conducted unless and until the approval of the Minister of Education, in writing, shall have been obtained.
2. A private school may be established or conducted by an individual, a group of individuals, a company, an organization, a society, a church, or such other person or persons as may be approved by the Minister.
3. Any application for permission to establish a private school shall set forth the name or names of the person or persons or organization owning and controlling such school; and the application shall state the reason or reasons for the establishment of the school, and shall provide such additional information as may be required by the Minister.
4. The Minister at his discretion may withhold approval of any application and in so doing may give consideration to such factors as to him may appear relevant, including the size of the community in which it is proposed to establish the school and the probable effect upon presently existing schools.
5. Private schools shall be conducted in buildings or premises which meet the requirements of the Department of Education.
6. Private schools shall not, in communities where graded school facilities are available, offer work above Grade VIII unless more than one teacher is employed.
7. The program of studies of the Department of Education shall be substantially followed; the time devoted to instruction shall be equivalent to that required in public schools; and the same standard of attainment shall be expected as of public schools.
8. Teachers employed in private schools shall possess valid Alberta teaching certificates of appropriate class or, in exceptional cases, equivalent academic and professional qualifications acceptable to the Minister.
9. Private schools shall be subject to inspection by inspectors of the Department of Education.
10. The Minister, with the approval of the Lieutenant-Governor in Council, may revoke or suspend the approval of any private school if, in his opinion, it is not being conducted in accordance with these regulations or if, in his opinion, its presence in any community is impeding the development of school facilities in such community.

APPENDIX C

APPLICATION FOR PRIVATE SCHOOL

1. Application is hereby made under Section 3 of the Regulations, O/C 4/46, for permission to establish a private school to be known as:

2. Name or names of person or persons or organization owning or controlling such school:

3. Reason or reasons for establishing the school:

4. Grades in which it is proposed to offer instruction:

5. Staff of school:

Academic and professio-

Name:

Certificate nal qualifications

6. (a) Please describe in detail the room or rooms in which the classes are to be conducted, and attach a floor plan showing dimensions of room or rooms, and location of doorways, windows and fire escapes:

- (b) Height of ceiling:

7. The following additional information is required:

(a) Number and size of windows: _____

(b) Number and size of panes in each window: _____

Height of window sills above floor: _____

(c) Type of desks provided for pupils: _____

(d) Other equipment: _____

(e) Number of pupils per classroom: _____

(f) Method of heating: _____

(g) Lavatory accommodation: _____

(h) Ventilating facilities: _____

(i) Fire protection: _____

Dated at _____

(Signature of applicant)

_____ 19 _____

Address: _____

This application is
to be sent to:

The Chief Superintendent of Schools
Department of Education,
EDMONTON, Alberta

APPENDIX D

APPLICATION FOR RENEWAL OF AUTHORITY
TO OPERATE A PRIVATE SCHOOL

It is requested that the authority of _____

_____ (organization operating school)

to operate a private school be renewed for the year 19__.

Name of applicant _____

Position in Organization _____

Address _____ Telephone No. _____

Address of school _____ Telephone No. _____

1. Name of principal _____

2. Address of principal _____

3. Name of school _____

4. Grades to be offered _____

5. Expected enrolment _____

6. Number of teachers _____ No. of classrooms _____

7. Has there been any change in the classroom accommodation during the past year? _____

If so, please indicate below:

The Department will request, by a letter or form which will be sent to you about the middle of August, the names of your teachers for the coming year.

One copy of this application is to be returned to:

The Chief Superintendent of Schools,
Department of Education,
Administration Building,
Edmonton, Alberta



GOVERNMENT OF THE PROVINCE OF ALBERTA
DEPARTMENT OF EDUCATION

REFER TO FILE NO.

ADMINISTRATION BUILDING
10820 - 98 AVENUE
EDMONTON, ALBERTA

Dear Sir or Madam:

The Department of Education hereby acknowledges receipt of your application for renewal of authority to operate a private school. Your application has been reviewed and it is now possible to assure you of the approval of the Minister of Education for the operation of

Yours very truly,

E. J. M. Church,
Director of Special Services.

APPENDIX F

Extracts of

SCHOOL GRANT REGULATIONS, ORDER IN COUNCIL 864/68 OF THE

GOVERNMENT OF THE PROVINCE OF ALBERTA

Effective January 1, 1968

Part I - GENERAL

SECTION 9

- (1) There shall be paid to mission or other schools approved by the Minister, which provided education for children resident in unorganized territory, a grant not to exceed Two Thousand Four Hundred Dollars (\$ 2,400.00) per room. Such grant shall be paid only if the teacher or teachers in charge are in possession of Alberta teaching certificates, otherwise not more than One Thousand Six Hundred Dollars (\$ 1,600.00) per room shall be paid. The Minister may also require evidence to the effect that the Alberta program of studies is being substantially followed and that the accommodation is satisfactory, otherwise he may reduce in his discretion, the amount of grant payable.
- (2) In special circumstances in which it appears that the organization of a school district is not warranted due to the apparent temporary nature of a community resident in unorganized territory, the Minister may, on the recommendation of an Inspector of Schools, approve the transportation to an organized school of the children of the community and in so doing may pay a sum not to exceed Two Thousand Dollars (\$ 2,000.00) per annum towards the cost thereof, such payment to be made to a local committee certified to the Minister by the Inspector of Schools.

Part III - GRANTS TO PRIVATE SCHOOLS

1. In this Part:

(a) "Private School" means a school that

- (i) has been approved pursuant to the Department of Education Act and regulations thereunder and provides elementary and/or secondary education,
- (ii) has been in operation for a minimum of three years,
- (iii) has a minimum enrolment of thirty pupils and has employed two full-time teachers,

- (iv) does not require a teacher to teach more than three grades,
 - (v) is not being operated for the monetary gain of an individual or group of individuals.
- (b) A "Resident pupil" means a pupil, other than an Indian pupil, who has not attained the age of twenty-one years and whose parents or guardians are ordinarily resident in Alberta.
- (c) A "full-time" (FT) pupil or a "full-time equivalent" (FTE) pupil shall be defined by the Minister.
- (d) "Minister" means Minister of Education.
2. (a) There shall be paid in each calendar year to each private school a sum not to exceed \$ 100.00 for each FT or FTE resident pupil enrolled in grades I to XII inclusive. In the case of high school pupils, the Minister may prescribe a rate per credit providing the amount paid per FT or FTE pupil does not exceed the sum of \$ 100.00.
- (b) The pupils shall be counted at such times as may be prescribed by the Minister and the number of pupils enrolled on each of the dates prescribed shall be deemed to be the number of pupils enrolled for the purpose of computing the amount of entitlement in respect of pupils for the portion of the year to which it is declared by the Minister to be applicable.
3. Subject to necessary adjustments from time to time the total sum payable in any year shall be paid in two instalments payable on or about May 1 and December 1 but no instalment is payable within thirty days of submission of any returns applicable thereto.
4. Each private school shall submit to the Department of Education at such times as may be determined by the Minister claims setting forth its entitlement under this Part, which claims shall be subject to checking and verification by the Department.
5. The claims shall be made upon such forms as may be prescribed by the Department of Education and shall be attested to by a statutory declaration taken by the secretary of the private school.
6. Each private school shall submit to the Department of Education at such times and in such forms as may be prescribed by the Minister an audited financial statement of its operations.

7. In matters not specifically provided for in this Part, the Minister shall take such action and shall make such decisions as appear to him proper and equitable under the circumstances.
8. The Minister is empowered to interpret this Part and any interpretation made by him shall be final.
(Amended by O.C. 1542/68, August 13, 1968).
9. Part I and II of these regulations do not apply to this Part.
10. Grants to private schools shall be paid out of appropriation 1314.
11. The Minister may cancel the grant or any portion thereof payable to a private school if it fails to comply with any of the provisions of the Department of Education Act or any of the Regulations of the Department of Education.

Part IV - GRANTS FOR THE PURCHASE OF READING MATERIALS

1. There shall be paid to each school district, school division, county and approved private school, the sum of \$ 2.00 a year for each pupil enrolled in Grades I to VI inclusive for the purchase of reading materials.
2. For the purposes of this Part, the pupils shall be counted at such times as the Minister may determine.
3. Grants for the purchase of reading materials shall be paid out of Appropriation 1305.
4. This Part becomes effective September 1, 1969.

September 24, 1968

Reference:
Chief Administrative
Officer,
Department of
Education

SCHOOL GRANT REGULATIONS PART III
REPORT FORM FOR GRANTS TO PRIVATE SCHOOLS
DATA AS AT SEPTEMBER 30, 1968

- Summary -

School

1. Name of approved Private School:

2. Post Office Address:

2. Date school was approved
pursuant to Section 1 (a)(ii):4. Date approved school began
operating:

(Day) (Month) (Year)

(Day) (Month) (Year)

5. Number of classrooms in operation-----

StaffNumber of teachers employed including Principal (must agree with Report of Teachers
Form 1302-350B).

1. Full time teachers-----

2. Part time teachers-----

3. Full time equivalent teachers (2 above)-----

Total number of full time teachers (1 and 3)-----

Pupils:

1. Enrolment by grades - All pupils

N	K	I	II	III	IV	V	VI	VII	VIII	IX	X	XI	XII	Total

2. Enrolment by grade "RESIDENT PUPIL" only (See definition of "resident pupil".)

N	K	I	II	III	IV	V	VI	VII	VIII	IX	X	XI	XII	Total

Declaration of authorized officer:

The undersigned hereby declares that to the best of his knowledge the information contained herein and in the schedules attached hereto are correct in every respect and that the school is not being operated for the monetary gain of an individual or for a group of individuals.

Declared before me at _____

Signature of Authorized Officer

This _____ day of _____, 1968

N.P., J.P. or COMMISSIONER

Title of Signing Officer

E. Department Use Only: Eligible Pupils

Grade	I	II	III	IV	V	VI	VII	VIII	IX	X	XI	XII	Total
Enrolment													

Grant @ \$

per pupil \$

APPENDIX H

GRANTS TO PRIVATE SCHOOLS
REPORT OF HIGH SCHOOL STUDENTS ENROLLED
DATA AS AT SEPTEMBER 30, 1968

Schedule A

List of all High School Students

Student's Name	() Check Resident Pupils	Age	Grade	High School Credits Carried			For Depart- ment use
				Full Year Program	Semester Program		
					First	Second(1)	

(1) A report where applicable with respect to the second semester may be required.

Name of Approved Private School

PRIVATE SCHOOLS IN ALBERTA1968 - 69*ELEMENTARY AND JUNIOR HIGH SCHOOLS*

<i>Religious Denomination or Sponsorship</i>	<i>Name</i>	<i>Grades Taught</i>	<i>No. of Teachers</i>	<i>No. of Pupils</i>
Anglican:	St. John's School of Alberta (residential) Mr. David Thompson, Principal Genesee, Alberta	VII-IX	3	60
Calgary Society for Christian Education:	Calgary Christian School (day) Mr. G. VanderVeen, Principal 2839 - 49 Street S.W. Calgary, Alberta	I-IX	9	207
Calvin Christian School Society:	Lacombe Christian School (day) Mr. W. Wildeboer, Principal Box 434 Lacombe, Alberta	I-VIII	6	170
Edmonton Society for Christian Education:	Calvin Christian School East (day) Mr. Herman Konynenbelt, Principal P.O. Box 342 11515 - 36 Street Edmonton, Alberta	I-IX	13	325
	Calvin Christian School West (day) Mr. C. Bosch, Principal (Elementary) Mr. J. Tuininga, Principal (Jr. H.S.) 14345 McQueen Road Edmonton, Alberta	I-IX	16	341
	Calvin Christian School North East (day) Mr. A. Staite, Principal 14304 - 109 Avenue Edmonton, Alberta	I-V	6	122
Red Deer Society for Christian Education:	Red Deer Christian School (day) Mr. L. Willeboordse, Principal 3913 - 38A Avenue Box 347 Red Deer, Alberta	I-IV	2	22
Society for Christian Education:	Immanuel Christian School (day) Mr. George Yntema, Principal 802 - 6 Avenue N. Lethbridge, Alberta	I-IX	11	282
Hebrew: (Schools for children of Hebrew families only)	Calgary Hebrew School (day) Mr. A. Eisenberg, Principal 1415 Glenmore Trail S.W. Calgary, Alberta	I-VII	25	337
	Edmonton Talmud Torah (day) Mr. Jack Chetner, Principal 133 Street and 106 Avenue Edmonton, Alberta	I-VI	17	292
	I. L. Peretz School (day) Mr. Aron Eichler, Principal 1915 - 25 Avenue S.W. Calgary, Alberta	I-VI	9	68

Lutheran:	St. Matthew's Lutheran School (day) Mr. W. E. Kupsch, Principal Box 645 Stony Plain, Alberta	I-VIII	4	120
Roman Catholic:	Academie Assomption (day) Sr. Ida Tetreault, Principal 10765 - 98 Street Edmonton, Alberta	IV-VI	5	82
	St. Mary's Salesian Junior High School (boys residential) Rev. Louis Masoero, Principal 5252 - 137 Avenue Edmonton, Alberta	VII-IX	6	98
Seventh Day Adventist:	Canadian Union College Elementary School (day) Mr. John Thorn, Principal Box 491 College Heights, Alberta	I-VIII	8	134
	Coralwood Academy (day) Mr. R. Ganson, Principal 13510 - 122 Avenue Edmonton, Alberta	I-IX	4	57
	Fairview S.D.A. School (day) Mr. D. Bell, Principal Fairview, Alberta	I-VIII	1	16
	Highland Park Academy (day) Mrs. M. White, Principal 4321 - 1 A Street N.W. Calgary, Alberta	I-IX	5	78
	Peace River Junior Academy (day) Mr. R. K. Lehman, Principal Peoria, Alberta	I-IX	3	44
	Stettler-Blumenau School (day) Mr. Martin Fritz, Principal Box 1149 Stettler, Alberta	I-IX	2	28
	Christopher Robin School (day) Miss Violet Haines, Headmistress 215 - 38 Avenue S.W. Calgary, Alberta	I-II	10	158
Non-denominational:	The Montessori School (day) Dr. Margaret Potts, Principal 426 Cliffe Avenue S.W. Calgary, Alberta	I-V	7	128
	Strathcona School for Boys (day) Mr. W. A. Heard, Headmaster 1232 Riverdale Avenue Calgary, Alberta	I-IX	5	86
	Tempo School (day) Dr. G. N. Cormack, Principal Holy Trinity Church 101 Street and 84 Avenue Edmonton, Alberta	I-V	6	38

Tweedsmuir School for Girls (day) Mrs. J. Margaret McWilliam Headmistress 3636 - 7 Street S.W. Calgary, Alberta	I-IX	8	78
Prairie Bible Institute Grade School (day) (for children of staff and students of the institute) Mr. F. Pike, Principal Three Hills, Alberta	I-VIII	9	220

SECONDARY SCHOOLS (Senior High Schools)

Anglican:	St. John's School of Alberta (residential) Mr. David Thompson, Principal Genesee, Alberta	X	1	13
Evangelical United Brethren:	Hillcrest Christian College (residential and day) Mr. A. W. Maetche, Principal 2801 - 13 Avenue S.E. Medicine Hat, Alberta	X-XII	7	56
Edmonton Society for Christian Education:	Calvin Christian School West (day) Mr. J. Tuininga, Principal 14345 McQueen Road Edmonton, Alberta	X-XI		54
Inter-Denominational:	Prairie High School (residential and day) Mr. Wentworth Pike, Principal Three Hills, Alberta	IX-XII	19	184
Lutheran:	Concordia College (residential and day) Rev. Roland A. Frantz, Principal 7128 Ada Boulevard Edmonton, Alberta	X-XII	10	100
	Camrose Lutheran College (residential and day) Mr. L. D. Johnson, Principal Box 1540 Camrose, Alberta	X-XII	9	102
North American Baptist:	North American Baptist College (Residential and day) Dr. A. S. Felberg, President 25 Avenue and 115 Street Edmonton, Alberta	XII	2	19
Roman Catholic:	Holy Redeemer College (boys residential) Rev. Leo Feehan, Principal R.R. #3 Edmonton, Alberta	X-XII	5	65

Seventh Day Adventist:	Canadian Union College (residential and day) Mr. R. A. Marx, Principal Box 472 College Heights, Alberta	IX-XII	16	233
	Highland Park Academy (day) Mrs. M. White, Principal 4321 - 1 A Street N.W. Calgary, Alberta	X	1	6
United Church of Canada:	Alberta College (residential and day) Rev. Sidney Vincent, Principal 10041 - 101 Street Edmonton, Alberta	X-XII		
Non-denominational:	Tweedsmuir School for Girls (day) Mrs. J. Margaret McWilliam Headmistress 3636 - 7 Street S.W. Calgary, Alberta	X-XII	4	27
	German Saturday School of Calgary (German only) L. H. Kope, Principal c/o 1324 Rosehill Drive N.W. Calgary, Alberta			
	Language School of the German Canadian Club, Shangri-la Bowness (German only) Mr. Hans H. Heller, Principal 3127 Bowwood Road Calgary, Alberta			

APPENDIX K

LIST OF INTERVIEW QUESTIONS FOR THESIS

1. Are all private elementary and secondary schools in Alberta exempt from the payment of property taxes other than frontage?
2. Are provincial superintendents available for supervision in private schools in Alberta on the same basis as in public schools?
3. Are provincial administrative consultants available to private schools in Alberta on the same basis as to public schools?
4. Are provincial health services available to private schools in Alberta on the same basis as to public schools?
5. Are provincial library services available to private schools in Alberta on the same basis as to public schools?
6. Are films and other audio-visual materials available to private schools in Alberta on the same basis as to public schools?
7. Are the services of the provincial division of Tests and Measurements available to private schools in Alberta on the same basis as to public schools?
8. Are provincial textbooks available to private schools in Alberta on the same terms and conditions as to public schools?
9. Are transportation allowances provided by the province for private school students in Alberta and/or do public school busses transport private school students anywhere in Alberta?
10. Have any public school boards in Alberta exercised their authority under s. 326 of the School Act to pay tuition fees for students in private schools?

APPENDIX L

MINIMUM QUALIFICATIONS FOR TEACHERS IN PRIVATE SCHOOLS OF ALBERTA

(These requirements are effective September 1, 1955)

1. Teachers of Grades I-XII, inclusive.

(a) A valid Alberta teacher's certificate of appropriate class

OR

(b) Alberta senior matriculation or the equivalent academic training, and at least 4 approved professional courses, including Practice Teaching, in an institution approved by the Minister of Education.

A person who is granted permission to teach under this section will be required to qualify for an Alberta teacher's certificate within two years of the date of the issuance of his teaching authority by the Department of Education.

2. Teachers of Grades X-XI, inclusive.

(a) A valid Alberta teacher's certificate of appropriate class

OR

(b) Two years of academic and professional training beyond Alberta senior matriculation or the equivalent. The professional education is to consist of not less than 4 approved teacher training courses, including Practice Teaching, in an institution approved by the Minister of Education.

A person who is granted permission to teach under this section will be required to qualify for an Alberta teacher's certificate within two years of the date of the issuance of his teaching authority by the Department of Education.

3. Teachers of Grades X-XII, inclusive.

(a) A valid Alberta teacher's certificate of appropriate class

OR

(b) A Bachelor's degree from an approved University and a minimum of 4 professional courses in an institution approved by

the Minister of Education.

A person who is granted permission to teach under this section will be required to qualify for an Alberta teacher's certificate within two years of the date of the issuance of his teaching authority by the Department of Education.

4. Summer School Attendance.

An undertaking to attend summer school in the Faculty of Education, University of Alberta, to complete approved courses, is a prerequisite to the issuance of Alberta teacher's certificates to the following types of applicants who may be eligible for certification in other respects:

(i) teachers from other Canadian provinces who hold interim certificates in those provinces.

(ii) teachers from outside Canada.

5. Evaluations of the academic and professional qualifications required of teachers in private schools are the responsibility of the Registrar, Department of Education.

6. A Memorandum of Permission to Teach may be issued by the Office of the Registrar to persons who cannot qualify for Alberta certification, but who are eligible under subsection (b) of sections 1, 2 and 3 above.

7. A person who is teaching with the authority of the Department of Education in a private school during the school year 1954-55 will be required to qualify for an Alberta teacher's certificate of appropriate class not later than August 31st, 1959.

B29940